

INTEGRATED STRATEGIC PLAN FOR USAID's PROGRAM IN UGANDA

2002-2007

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REQUIRED ANALYSIS

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SECSTATE 199515 UGANDA ISP PARAMETERS

1. SUMMARY

USAID/Kampala's concept paper for development of its 2002-2007 Integrated Strategic Plan (ISP) was reviewed in AID/W on 10 October 2000. The meeting was chaired by AFR/DP Chief Jay Smith, with mission Director Dawn Liberi representing the mission. Forty-nine people were in attendance, including representatives of AFR/DP, AFR/SD, AFR/EA, PPC, G, BHR, M and GC/AFR.

The mission was congratulated on a well-thought out and very well-articulated concept paper. Pursuant to AID/W review of the subject paper, and pursuant to ADS chapter 201.3.3.5, the following parameters have been established to define the limits within which usaid/Kampala is authorized to develop the new Integrated Strategic Plan.

2. STRATEGY AND ISP PERIOD

The mission is authorized to prepare an integrated strategic plan (ISP) reflecting a sustainable development strategy for the period 2002-2007.

3. PLAN INTEGRATION

The ads requires that partners, customers and stakeholders be consulted and, where feasible, be actively engaged in the development, updating and monitoring of strategic plans. Uganda is part of the Greater Horn of Africa Initiative (GHAI), and as such USAID/Kampala will submit an ISP that converges with the objectives and principles of the GHAI. The ISP should be prepared jointly by all relevant USAID offices, including both field and Washington staff, and should complement the MPP process which engages all relevant USG Agencies. The ISP should provide a

coherent, integrated USAID assistance package for Uganda, reflecting mutually agreed upon strategic objectives and program outcomes as well as a plan for measuring results. The ISP should also be consistent with re-engineering systems which are based on the concept of Agency Country Strategies and Integration of Resources. AID/W applauds the mission's excellent record of support for regional programs and encourages the mission to continue participating in such efforts.

4. GOAL STATEMENT

AID/W congratulates USAID on its strategic approach, i.e., making its 2002-2007 ISP congruent with the GOUIS poverty reduction objectives. We also agree that the ISP goal statement should be consonant with the objectives of the PEAP, and in no way imply a lack of support for the GOUIS poverty reduction approach. But USAID is nonetheless asked to modify its goal statement to an articulation that does not appear exclusive of the private sector and civil society at large, recognizing that what will be monitored and measured is poverty reduction and not assistance to the GOU (e.g., "to reduce poverty in Uganda"). The ISP should also clearly articulate the mission's concept of "poverty reduction," especially in light of the increased attention that will be given to geographical targeting based on this concept.

There should also be an indication of how USAID/Kampala will monitor progress towards achievement of this worthy goal.

5. AGENCY GOAL AREAS

Agency goal areas for which SO's may be proposed in the ISP include economic growth; the environment;

health, nutrition and population; education; democracy and governance; and conflict. The mission's proposal to combine its environment and economic growth SO's, its education and health SO's, and its democracy/governance and conflict soispois was an issue of major concern and extensive discussion both before and during the Parameters meeting. While many expressed agreement with the mission about the importance of synergy between sectors, the serious need for the agency to maintain the integrity of its SO statements and goals was stressed. The evidence is not clear that merging SO's will allow effective maintenance of goal integrity, and USAID is advised to review agency experience with combining SO's during ISP development, especially Africa bureau experience with combining education and health SO's. Should the mission ultimately decide to combine all or some of the SO's in its current portfolio, it should provide full justification for such actions in the final ISP.

6. STAFFING LEVELS AND EXPERTISE

The Africa bureau recognizes the extreme importance of maintaining U.S. direct hire staffing levels to implement this program, but the bureau cannot commit to ensuring a base USDH level in excess of ten (10), straightlined through the strategy period. USAID should also present a case for a usdh level of eleven (11) in the ISP. Given the pressure to continue to cut USDH levels, the mission should include in the ISP a plan to ensure continued adequate technical expertise and oversight through a combination of PSC, RSSA, TAACS, FSN, fellows or other staffing mechanisms required to implement the strategy. Legal services will continue to be provided by REDSO/ESA.

7. ANTICIPATED OE LEVELS

Aid/w recognizes the OE pressures that the mission is currently operating under, and the directly related urgency of co-location. USAID/Kampala should nonetheless anticipate a straightlined annual OE level of dollars three point five (3.5) million over the five year life of the strategy, not including mission trust funds.

8. ANTICIPATED PROGRAM FUNDING LEVELS

AFR/DP provided "anticipated or estimated" best and worst case program funding scenarios by SO as follows (millions):

SO	best case	worst case
S07	18.0	17.0
S08	33.8	28.8
S09	2.0	1.1
Total	53.8	46.9

AFR/DP noted in conjunction with these numbers that:

1. this does not include HIV/AIDS and infectious disease plus-up funding, which could add dollars 12 Million to the FY 2001 oyb;
2. Economic growth and agriculture funding is constrained, while env funding is adequate;
3. Child survival

Funding is constrained in the worst case, while pop and basic education funding is greater than the mission request level; and (4) D/G funding is constrained.

AFR/DP advises the mission to propose funding levels in the ISP that are consonant with the worst case levels above, but also to articulate what it would do with additional funding and what the development implications of higher budget levels would be.

9. EARMARKS AND DIRECTIVES

AFR/GC advises the mission to keep four statutes and policy determinations in mind as it develops the ISP:

A. FAA SEC

118 and 119 require that country plans contain an analysis of the country's needs in biodiversity and tropical forestry, and identify the extent to which USAIDIS strategy addresses those needs. Mission is advised to closely consult with the bureau environmental officer and ppc environmental officer on this requirement prior to conducting the analysis.

B. Amnesty Act Implementation

Care should be taken to ensure that DA/ESF funds are

not used for military purposes, i.e., used to assist those still in the fighting forces (not yet demobilized) unless very strict tests are met to allow assistance to those engaged in a true demobilization. This is a legal, not intuitive, line that depends heavily upon the facts of the situation, and mission is urged to consult with the RLA at an early point on this. To the extent that proposed assistance in this area originates with state/Washington, there should be a mechanism to engage legal input at the earliest point in the process.

C. Anti-corruption Assistance

Care should be taken to ensure that assistance is not provided to entities which have the characteristics of a law enforcement entity (faa sec. 660), unless one of the many statutory exceptions to this section applies. Again, early consultation with the rla is urged.

D. Economic Growth SO

The EG SO and activities under it should be reviewed to ensure that they do not contravene PD 20 and its underlying statute (prevention of loss of us jobs). PD 20 per se prohibits several activities, such as investment promotion missions to the US, and provides for implementation controls in other cases.

10. PHASE DOWN/CLOSE OUT

USAID/Kampala should not/not anticipate and plan for phase down or close out of USAID assistance at the end of the strategy period.

11. SPECIAL IMPLEMENTATION CONSTRAINTS

No special constraints on the use of implementation mechanisms affecting strategy design were identified by Washington.

12. SPECIAL FOREIGN POLICY INTERESTS AND ISSUES

No special foreign policy interests or issues in Uganda were identified that would require a response in the ISP.

13. CONFLICT

AID/W recognizes the limited amount of money available for conflict-related activities, but agrees with the proposal that USAID will conduct a thorough conflict prevention analysis (see ads 201.3.4.11) that includes regional conflict as part of its democracy and governance analysis and consider possibilities and implications for reducing and preventing conflict through all of the SOIS.

14. THE ANALYTICAL AGENDA

USAID was commended on the very extensive analytical agenda that it has proposed in addition to the three mandatory analyses required in the ADS. Mission is asked to also complete an assessment of donor sector plans and donor coordination, and to seriously consider carrying out the additional analyses suggested or recommended by various Washington offices.

15. TITLE II

AID/W commends the mission for incorporating title ii into its ISP, and asks that USAID show in the ISP how Title II activities will be integrated into the individual strategic objectives. The mission's current Title II program has a heavy emphasis on food access (income) and availability (agricultural production). Given the mission's concern about the deterioration of child health status and increasing malnutrition, FFP asks that the mission pay special attention to the relationship between increasing income and nutrition and food utilization issues in the food security assessment that it plans to conduct in conjunction with ISP development. Since the underlying causes for malnutrition may be due to poor health status or unequal distribution of food within the household, this may lead to consideration of incorporating nutrition education, supplementary early childhood feeding (weaning foods), and HIV/AIDS mitigation into the existing Title II activities.

BHR has no objection to the Title II regular program proposed levels provided that the final levels proposed, and the mix of monetization and direct distribution commodities is consistent with the food security assessment.

The ISP should take into account future linkages with the global food for education initiative and potential new resources from food aid that may supplement mission resources and leverage.

16. TITLE II HIV/AIDS FUNDING

We note that ACDI/VOCA's draft Title II proposal came in with a commodity level of U.S. dollars 3.9 million plus administrative costs. Final mission request levels for Title II HIV/AIDS funding should be based on an assessment of need, the capacity to program the funds, and the ability to monetize additional commodities to support the initiative. Realistic levels would be in the range of u.s. dollars four to five million annually, unless all of the above factors can justify a higher resource level. BHR recommends that the mission explore options for increasing the impact of cooperating sponsor programs through complementary activities.

AID/W cautions mission to ensure that it meets all bellmon provisions in its food aid programs.

17. HPN

AID/W recognizes that there is likely to be a significant decline in child survival money (from dols 5.5 million down to dols 2.5 million), and urges USAID to make careful strategic child survival choices in the face of this decline. Increased dialogue with key donors, partners and the GOU was recommended. The mission was also urged to consult with sector professionals in G and AFR/SD in the articulation of sector strategic objectives and intermediate results.

18. EDUCATION

The role of usaid was noted in many of the positive results in the education sector. It was also noted, however, that many challenges remain for education. It was recommended that any changes in USAIDIS basic education program should aim for expansion of successful activities for national coverage, improvements in educational quality (especially for at-risk children), and adaptation to integrate specific health-focused activities.

19. ECONOMIC GROWTH SO

USAID/W supports and Endorses the basic concept proposed by USAID/Kampala to develop a sustainable economic growth so that effectively links uganda with the regional and global economy. We also endorse the efforts to integrate Title II resources and activities into the strategy (see para 15). In formulating the SO, the mission is encouraged to validate the options it proposes, in order to ensure that they are the best options in terms of having measurable, sustainable, broad-based impact at the local and national levels. The mission-proposed analysis and dialogue will be very important in validating the options. The mission is encouraged to involve AFR/SD as it develops its strategy and implements the proposed analytical agenda to take full advantage of lessons and findings from elsewhere.

PER SD/ANRE consultations with Mission Director Liberi, we support the integrated approach of economic development and biodiversity. The mission's implementation partners may be less convinced about the merits of this approach, however, and we suggest that the mission work closely with its implementation partners during development of the isp and associated monitoring tools.

20. NON-PROJECT ASSISTANCE

While mission made a strong case against usaid use of NPA at this time in Uganda, mission may wish to reconsider this position prior to ISP finalization. The mission is encouraged to more thoroughly examine the effectiveness of even modest sums of npa or the use of other instruments to leverage policy change.

21. OTHER SUGGESTIONS AND CONCERNS

In commenting on the concept paper, AID/W offices made a special effort to discriminate between true issues within the context of the parameter-setting exercise, and questions and concerns that do not rise to the level of parameter-setting "issues." These additional questions and concerns, which have been transmitted to the mission, are nonetheless extremely important and the mission is strongly advised to consider each of them carefully and to consult closely with AID/W offices on these suggestions, as necessary, during ISP development.

22. CONSISTENCY WITH THE ADS.

Mission is advised that the ISP should be developed in accordance with the ADS, particularly chapter 201 which describes in detail the elements of operating unit strategic plans. That chapter states that strategic plans must adequately address the following six content areas (see ADS 201.3.4):

- (a) Overall assistance environment.
- (b) Rationale for choice of SO's and time frame.
- (c) Results frameworks and illustrative

Activities, including performance monitoring plan (PMP). The PMP should include proposed performance. Indicators and targets for achievement. To the extent practicable, performance baseline data should be included with the ISP and the ISP should include performance targets which convey an understanding of the anticipated magnitude of change with respect to the investment of USAID and its partners for each objective. The final PMP does not require AID/W review, but it should be completed after approval of the strategy and prior to the next R4.

- (d) program management.
- (e) estimate of resources needed.
- (f) required annexes (ADS 201.3.4.11).
 - 1. Environmental analysis (faa 118/119).
 - 2. Conflict prevention analysis, which should include analysis of both internal and external/regional factors.
 - 3. Gender analysis.

- (g) Likely timeframe for development and submittal of the ISP. (AID/W understanding is that mission will submit the ISP in March 2001, for an April review and June 2001 approval cable.)

ENVIRONMENTAL ANALYSIS

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ENVIRONMENTAL THREATS AND OPPORTUNITIES ASSESSMENT (APRIL 2001)

A. INTRODUCTION

USAID/Uganda is currently developing a six-year integrated strategic plan (ISP 2002-2007). This environmental annex summarizes a full environmental threats and opportunities assessment that was conducted for this new ISP. Sections of it also address Foreign Assistance Act (FAA) requirements to assess USAID's program impact on tropical forests (FAA 118) and biodiversity (FAA 119) and to consider factors related to the overall environmental sustainability (FAA 117) of USAID's work in Uganda. In addition, the status, threats and strategic issues regarding biodiversity and tropical forests in the host country of Uganda were assessed and used as a basis for the relevant mission-focused environmental sustainability analysis. To this end, this annex consists of a summary and synthesis of the findings and recommendations of two detailed assessments prepared during April, 2001, "USAID Program Impact on Environmental Sustainability, Tropical Forests and Biodiversity (FAA 117/118/119)" and the "Biodiversity Assessment for Uganda". Further details of both assessments are available in these parent documents which are available from USAID/Uganda.

1. "USAID Program Impact on Environmental Sustainability, Tropical Forests and Biodiversity (FAA 117/118/119)" is an ISP-specific analysis that examines environmental threats and opportunities inherent in the Mission's strategy and assesses the extent to which the Mission's strategy incorporates environmental sustainability, tropical forests and biodiversity concerns. This assessment was prepared by Karen Menczer (Independent Consultant) working under contract with Associates in Rural Development (ARD, Inc.) The analysis is based on discussions with Strategic Objective (SO) Team Leaders, the Draft USAID/Uganda Concept Paper for Six-Year Integrated Strategic Plan, 2002-2007 (October 2000), a draft of

the ISP (undated), drafts of each SO's ISP Strategy and interviews with representative environmental experts. Specific assessments and recommendations concerning the Mission's role in biodiversity and tropical forest conservation were developed from the findings and recommendations presented in the Biodiversity Assessment for Uganda described below. This environmental annex only summarizes the findings and recommendations of the parent document: the full document is available for reference from USAID/Uganda.

2. The "Biodiversity Assessment for Uganda" is a country-specific analysis of the status of biodiversity in Uganda, the threats to this biodiversity, and recommended actions to address these threats. Tropical forests are a subset of overall biodiversity and issues concerning their status and conservation are not considered separately but are woven throughout the overall biodiversity assessment where appropriate. This assessment was prepared by a Chemonics team led by Dr. Pat Foster-Turley (Independent Consultant) and included Amy Bodmann (Chemonics), Dr. Panta Kasoma and Professor Derek Pomeroy (Makerere University Institute of Environment and Natural Resources) and Gerald Eilu (Faculty of Forestry and Nature Conservation, Makerere University.) This assessment was based on a detailed analysis of biological, policy and conservation documents available in Uganda, a focal group meeting of university biologists and conservationists and on interviews with many people actively engaged in forest and biodiversity work in the country. The complete document, the Biodiversity Assessment for Uganda is available from USAID/Uganda. Only key findings are summarized here.

B. ENVIRONMENTAL SUSTAINABILITY ANALYSIS (FAA 117) FOR THE ISP

B 1. Background

The Environmental Sustainability Analysis (ESA) was prepared in conjunction with the preparation of USAID/Uganda's Integrated Strategic Plan (ISP). A primary document, USAID Program Impact on Environmental Sustainability, Tropical Forests and Biodiversity (FAA 117/118/119) contains the details of this analysis. A summary of the main findings regarding FAA 117 are given here with the specifics related to the forests and biodiversity assessment given in a later section of this report.

USAID's Automated Directive System (ADS 201.3.4.11) and Technical Annex B, 1995 offer guidance for the ESA, which is conducted at the SO level to:

- 1) identify environmental sustainability concerns and opportunities and
- 2) incorporate these into SO planning. The 117 ESA presents environmental issues that each SO considered during strategy development. The ESA resolves the concerns, or if no resolution has yet been reached, recommends opportunities for their resolution.

Under the new USAID/Uganda ISP, the current five Strategic Objectives (SO) and one Special Objective (SpO), will be combined to form three new SOs: SO7: "Expansion of Sustainable Economic Opportunities for Rural Sector Growth," SO 8: "Human Capacity Improved" and SO 9: "More Effective and Participatory Governance" An environmental sustainability analysis was conducted on each of these SOs in consultation with team members, mission staff and others with relevant experience in Uganda.

B 2. SO 7: "Expansion of Sustainable Economic Opportunities for Rural Sector Growth"

Concern 1: Limited available data

The lack of sound, relevant and current data constrains the ability of the GOU and donors to make effective

decisions about sustainable land use strategies and options. Agricultural expansion is often undertaken to the detriment of important, fragile, and/or critical ecosystems. Wetlands are often drained and used to grow crops, especially during dry seasons. Policies encourage clearing "bush" to make way for crops. Data are limited, so it is impossible to determine the biodiversity value of "bush" that is being cleared; or the diversity lost when wetlands are drained and cultivated; or when forests and other natural systems are cut or significantly altered.

An element of SO 7's strategy focuses on agricultural intensification rather than expansion, but intensification does not preclude expansion. Although agricultural expansion may be a significant environmental concern in Uganda, SO 7 maintains that because its clients use modern inputs and crop management techniques, they are not expanding land under agriculture. However, due to lack of a system for monitoring trends in agricultural expansion, this claim is currently unverifiable.

SO 7 is generating data (through the International Food Policy Research Institute—IFPRI) that will help value different land types and land use systems; identify the main factors affecting land management; increase awareness of land degradation causes; and develop strategies for solving the degradation problems.

Opportunities: SO 7 will need sound data on the rate of agricultural expansion; areas that are being impacted by expansion; biodiversity loss due to agricultural expansion and other causes—basically, a system to monitor land use and land cover change over time. Some baseline and trend data may exist (for example, with MUIENR and the Biomass Study). Beyond data gathering and monitoring, SO 7 can work with relevant ministries and authorities—at headquarters and local levels—to build acceptance for this land use- based decision making and monitoring process. In addition, the newly merged SO can bring its agricultural and environmental expertise to extensionist and farmer training programs. Programs could be developed to increase farmers' understanding of conservation policies, of regulations that impact farmers and of the importance of retaining natural ecosystems.

Concern 2: Agricultural commercialization

Agricultural commercialization requires increased agricultural productivity, and access to local, national, and international markets. To significantly increase productivity, farmers will need to use modern farming techniques—improved seed, a variety of pesticides and fertilizers and crop and soil management measures that conserve water and soil, reduce weeds and build soil fertility.

USAID/Uganda has ensured that its agricultural and Title II programs comply with 22 CFR Reg 216 through the approval of Initial Environmental Evaluations (IEEs¹) for these activities. The IEEs discuss the effects of yield-enhancing inputs, and if necessary, mitigation measures are recommended for their use at the activity level.

Because of the poor road system throughout much of rural Uganda, farmers are unable to quickly and profitably transport their produce to market. Road rehabilitation activities are examined individually in activity-specific IEEs, and in follow-on Initial Environmental Review Forms (IERFs).

With the move to commercialization, small, medium, and large farmers will gain access to finance and technology, and will be able to improve productivity. Increasing agricultural productivity in Uganda will be the primary means for reducing poverty during the ISP period. Title II Cooperating Sponsors, such as Africare, and the SO 7 IDEA project focus on system-wide improvements in productivity. The overall result of these types of activities will be increases in food availability and in income gained from cash crops and foreign exchange earnings from exports.

Environmental sustainability issues regarding agricultural commercialization have been resolved.

Concern 3: Valuing and prioritizing E/NR interventions

Agriculture is often seen as the only option for deriving income from the land. Many rural producers and the public in general see limited opportunities for economic gain from conserving ecosystems, particularly national parks and other protected areas. Even within the development/donor community, it is often difficult to

justify traditional natural resource conservation efforts such as support for protected areas. However, SO 7 is looking for creative approaches to broaden the scope of natural resource management, conservation and sustainable use; approaches that diversify land use, improve natural resource condition and offer an array of economic natural resource-based options.

SO 7 will help to diversify the economic opportunities available to communities in areas that are of marginal value for agriculture, and that have high biodiversity value—like the southwest. SO 7 will gear its efforts toward developing products and markets so that increased incomes can be realized from sustainable use of natural resources. The aim is to optimize economically productive land use options that will provide livelihoods for local people without compromising ecological integrity.

Opportunities: Uganda's potential export markets — EU countries and the U.S. — demand high quality goods. There is also a relatively recent and fast-growing movement that demands “environmentally friendly” or “environmentally sustainable” products. Uganda has the opportunity to capitalize on these demands by investing in the development of natural resource-derived products, developing market linkages and marketing strategies, and supporting a quality assurance chain from harvester to producer to consumer. SO 7 may consider working with international certifying bodies such as the Forest Stewardship Council and Green Wood to implement internationally recognized certification programs and thereby capitalize on the growing demand for environmentally certified products.

Concern 4: Ability and capacity to implement environmental policies

Uganda has strong policies for natural resource conservation and protection. Although policies are in place, there are gaps and deficiencies in implementing legislation and regulations. Moreover, the capacity to enforce regulations, guidelines and by-laws is often absent. Finally, there is limited understanding of the role and value of environmental and land use planning as an element of local development.

SO 7 will continue to build capacity in environmental management. SO 7 will support environmental impact assessment (EIA) training and sensitization in environmental management at local government levels (District and sub-county technical staff, select administrators and opinion leaders at the parish level and among local community-based organizations). EIA in-service training will also be directed at the headquarters level of key organizations (NEMA, UWA).

Opportunities: Working with SO 9, SO 7 can direct additional resources to train district level officials to assess and prioritize environmental actions, and to ensure compliance with environmental policies/regulations at the local government level.

At the district level, SO 7 could assist relevant authorities to develop, strengthen, or “ground truth” sustainable use policies. This would feed into the SO 7 aim of economic diversification and sustainable natural resource management.

Since the lack of a coordinated policy agenda constrains the ability to effectively implement E/NR policies, regulations, and initiatives, SO 7 could work at the central government/headquarters level to harmonize and coordinate the environmental policy agenda among the various ministries, authorities, and departments.

Concern 5: Land Tenure and Resource Access

Private land ownership is the exception rather than the rule in Uganda. Yet, only with security of ownership or long-term rights and control of resource access comes a willingness to invest in and develop land, and apply sustainable resource utilization approaches. Strengthened land tenure, including long-term access rights for resource use, is critical if SO 7 is to achieve improved sustainable natural resource use and management.

Opportunities: SO 7 can work with SO 9 to inform Parliamentarians of land tenure issues, and the threats posed to sustainable land use activities by lack of secure tenure. SO 7 could work from both directions—through environmental advocacy NGOs and with lawmakers.

SO7 can support the natural resource based agencies - Uganda Wildlife Authority (UWA), Forest Department (FD), Wetlands Inspection Division, and Fisheries Department – to further develop and refine their sustainable use policies, and their approaches to shared resource management with local communities (e.g., collaborative management and community-based natural resource management).

Concern 6: Competitiveness Strategy Focus on Fish, Cotton, and Coffee.

Building competitiveness is a major feature of the SO 7 strategy. Fish, cotton, and coffee are the focus sectors for the first phase of implementation of the competitiveness program. For each sector, there are environmental concerns related to increasing productivity and exports.

Opportunity: Action Plans are currently being developed for each focus sector of the competitiveness program. An IEE should be conducted during the Action Planning process so that environmental issues can be evaluated early in the design stage and at the activity level.

B 3. SO 8: “Human Capacity Improved”

Concern 1: Medical Waste Disposal and Treatment

The SO 8 strategy focus on HIV/AIDS and malaria detection and prevention, may result in more medical waste being generated, and needing to be disposed of. Although it is not within SO 8’s manageable interest to construct or develop treatment/disposal facilities, SO 8 will assist in the development of procedures for waste handling in medical facilities where the program is active; and will train health workers on proper handling and disposal of medical waste.

Opportunity: Environmental impacts related to medical waste handling and disposal will be evaluated in detail in an IEE.

Concern 2: Environmental Education

Currently SO 8 intends to work with the Ministry of Education and Sports, and with teachers to strengthen the primary school core curriculum, which includes four subjects: math, English, science, and social studies. Although not included as a stand-alone core subject, environmental education is taught under the science core program. Currently, SO 8 does not intend to get involved in environmental education, unless it is made a part of the core curriculum.

Opportunity: In future programming, SO 8 and SO 7 may be able to work together to strengthen environmental education in Uganda's schools. SO 8 could work with SO 7 to support the development of radio and television messages—which could expand to longer programs—with an environmental education focus.

Concern 3: Sanitation facilities and clean water

Access to clean water and sanitation facilities is essential for creating and maintaining a healthy population. Although it is outside of SO 8's manageable interest to construct sanitation facilities and water systems, SO 8 intends to improve personal hygiene practices through its school-based health education activities.

Environmental sustainability issues related to sanitation facilities and clean water have been resolved.

Concern 4: High rate of population growth

Uganda's annual growth rate of 2.9 percent compromises economic growth, leads to increased pressure on critical natural resources and undermines public investment in social programs. Through SO 8's Family Life Education activities, reproductive health education will be strengthened, and will be directed towards adolescents, the most vulnerable group. Keeping girls in school longer, a primary aim of SO 8, will also help reduce the population growth rate.

Opportunity: SO 8 should collaborate with SO 7 to reach populations that live near PAs, and that due to high population growth rates may threaten PAs (by

encroaching for additional agricultural land; by poaching plant and wildlife resources).

B 4: SO 9: “More Effective and Participatory Governance”

Concern 1: Relocation of displaced people.

Although people living in displaced persons' camps stress the environment and natural resources in the vicinity of the camps, additional and longer-term environmental impacts, may potentially result when displaced people are moved back to their villages, or to abandoned, fallow or “virgin” land. Although the activities are currently undefined, if SO 9 does support activities involving land development, environmental impacts will be more closely scrutinized during the IEEs at the activity level.

Environmental sustainability issues raised during SO design were resolved.

Concern 2: Lack of environmental advocacy capacity.

With growing threats to the environment from increased industrial and business development and high population growth, lawmakers and civil society will have to engage in the development—conservation debate with much more skill than in the past. Although specific activities are currently undefined, SO 9 does intend to focus its capacity building support on committees and NGOS that will enhance the USAID portfolio.

Opportunity: During activity design, SO 9 and SO 7 collaboration could gear capacity building activities toward environmental NGOs to help build an environmental advocacy network/community. SO7 is currently active in this area, and an integrated approach would increase lawmakers' sensitivity to and understanding of environmental issues.

Concern 3: Lack of E/NR skills at the local level.

Since decentralization is a relatively new GOU policy, local officials—who are in positions of responsibility—often lack the skills to plan for and implement effective environmental management; identify environmental

problems; and request assistance to implement solutions.

Opportunity: The DEAP process involves identifying, prioritizing, and finding avenues for funding environmental actions. A training module could be developed using ARD-COBS project and EPED lessons learned during DEAP development, and the DEAP process could thereby be replicated in SO 9's focus districts. Further, the Environmental Impact Assessment (EIA) training, currently being delivered in COBS project districts, could be expanded to the SO9 focus districts.

C. BIODIVERSITY (INCLUDING TROPICAL FORESTS) ASSESSMENT FOR UGANDA

C 1. Background

In response to the accelerated world-wide loss of tropical forests, the U.S. Congress enacted Section 118 of the FAA, which acknowledges the important role tropical forests and tree cover play in the economies of developing countries, and in the lives of their people. The U.S. Congress later enacted Section 119 of the FAA in response to the irreparable loss of plant and animal species occurring in many developing countries—and the environmental and economic consequences of this loss. These two Sections are closely entwined and are considered together in this assessment for Uganda. Forests are a sub-component of the diversity of ecosystems and species that contribute to the rich and threatened biodiversity of Uganda. Issues and threats pertaining to forests are integrated throughout the “Biodiversity Assessment of Uganda”,

This assessment was compiled with information gathered from many documents and many more face-to-face meetings with government officials, biologists and conservationists in the country. A number of trends became evident and were repeated by various people who have been involved in Uganda's conservation community for years. Summarized here are some major themes that became obvious during the course of this study (Section C. 2) and a number of recommendations

to address these concerns on a country wide basis (Section C. 3). The ramifications of these findings and recommendations to USAID/Uganda in the development of the ISP are detailed in the next section.

C 2. Main Findings of the Biodiversity Assessment

1. Uganda is a beautiful and biodiverse country with many natural wonders of international importance. Throughout all the documents and underlying all discussions it is clear that Uganda is a country with stunning natural beauty and a great diversity of important and complex ecosystems and species. A number of charismatic species, like the mountain gorilla have drawn the world's attention. The diversity of birds in Uganda is one of the greatest on earth. The volcanoes, and forests and lakes and rivers and savannas and wetlands are among the most unique and diverse habitats on earth. In plain terms, the beauty and diversity of this country is worth conserving.

2. There are inherent difficulties in reconciling “poverty alleviation” with “biodiversity conservation.” Poverty alleviation is the driving theme of government programs and donors are responding to this cry for help. It is difficult to find a valid niche for strong biodiversity conservation work that clearly meets this goal in the short term. In the longer term, however, the poverty situation will only be exacerbated by continued depletion of natural resources and of the safety buffer that a good diversity of wild species and habitats provide. Poverty is the root cause of loss of biodiversity in many situations within Uganda. Carefully designed poverty alleviation schemes could provide people with alternative income sources and other options than to continually over-harvest and degrade the natural environment. But, these projects take time to develop, implement, evaluate and show the desired improvements. The forces behind poverty have a shorter timeline and poverty alleviation strategies tend to focus on immediate, short-term solutions. Even though immediate food and agricultural assistance programs are the focus of many development assistance programs today, forward thinking donors and others need to continue to provide protection to key natural resources so that future generations will have viable and valuable options for their sustainable use.

3. The historical loss of species has been great in Uganda, and the negative trends are continuing. Many major mammal species—rhinos, cheetahs, oryx, etc.—were extirpated during Uganda’s decades of internal turmoil. Most of the remaining large animals are confined to protected areas, where their numbers are small but stable or decreasing still. Birds and fish species continue to decline in numbers and distribution throughout the country. Invertebrates have been barely studied, but no doubt are disappearing as their habitats are degraded or razed. Anti-poaching efforts in protected areas are often inadequate. Outside of protected areas the situation for wetlands and other pockets of biodiversity is even bleaker. Much work continues to be needed in Uganda to slow the rate of biodiversity loss for many taxa.

4. Tourism cannot at this time provide the financial support for protection and conservation efforts in national parks and reserves and it is unlikely that it will be able to do so in the near future. In many developing countries, tourism is the main income producer for national parks, wildlife protection and conservation efforts, but this is not the case here. The rebel activity in Uganda has put a damper on the ability of the tourism industry to generate money for protected area conservation. Whenever the news of a shooting in a national park gets global attention, foreign visitors look elsewhere for their vacations. Until this unrest can be settled and the situation made safe for visitors, tourism will continue to make a relatively small contribution to biodiversity conservation initiatives. In the meantime, it remains for donors to fill the financial gaps if particular protected areas and globally significant species are to be preserved.

5. The situation outside of protected areas is particularly grim. Many wetlands, rangelands and other areas of biological importance are found outside the borders of protected areas, and conservation efforts here are inadequate and largely ineffective. The politics of District level management of these resources are one barrier and lack of enforcement of laws from the community level on up is another. Wetlands continue to be converted to rice fields, and the exploitation of lake fishery continues in a “tragedy of the commons” fashion. It is difficult to be positive about the long-term viability of many of these resources and species

unless appropriate structures – regulations, management agreements, by-laws and management institutions – are organized, reinforced and/or made operationally effective.

6. Public awareness and sensitization programs are scarce at all levels. Many branches of the government of Uganda remain unconcerned about the loss of natural resources, and more work needs to be done to educate officials about the far-reaching impacts of environmental degradation. Similarly, the general public needs to be further informed and made aware of the interrelationships of the environment with their own needs and those of future generations. There are many NGOs working on environmental issues within Uganda, but their efforts are largely independent and uncoordinated. Coordination in the area of environmental education and awareness is needed, and more such programs need to be implemented. There remains a large niche and the need for environmental education programs at all levels within Uganda.

There are many environmental laws, policies, guidelines and management plans in Uganda but very little implementation or enforcement of any of them. Shelves exist of the many well-meaning environmental policies and plans that have been developed, often at great cost. Implementation of these policies is another matter. National agencies are often too understaffed to get to the field where the problems occur. Corruption and political pressure also provide impediments to effective law enforcement efforts. During the course of this assessment, many examples of ineffective enforcement of environmental regulations were discovered. Nearly everyone interviewed volunteered examples. Although a good policy framework without enforcement can serve to provide leverage for NGOs and relevant authorities, it is only when the policies are legally enforced that the true benefits are realized.

C. 3. Recommendations for Improved Biodiversity Conservation in Uganda

It is evident that many initiatives in biodiversity conservation are being implemented in Uganda with contributions from the government, donors, NGOs and

other entities. Some work at the policy level, in a number of protected areas and in respect to a number of particular natural resources is already strongly addressed. The recommendations here focus not on the strengths of existing programs but on various gaps that have been found during in-country discussions and meetings. The recommendations are presented here in the hopes that USAID and other donors may work together to more fully address these issues.

International Level Recommendations

1. Support further capacity-building for NEMA to enable it to effectively engage in Convention on Biological Diversity (CBD), Ramsar, CITES and other relevant convention activities. Increase awareness within country Ministries of the importance of doing this.

NEMA is the institution that interfaces most readily with the key biodiversity related conventions. Virtually all of the cost of this work is donor supported, but not to the degree necessary for full effectiveness of involvement. More support would enable the timely preparation of a number of country reports needed to further ensure that biodiversity conservation in Uganda benefits from global attention to its resources, threats and needs. Internally, the Ministry of Finance and other Ministries in Uganda also need more awareness raising efforts targeted at them so they can understand the importance as well. If NEMA is still having to argue with the Ministry of Finance over the mere \$400 fee needed to be a party to CBD, it is unlikely that further progress will be made on other biodiversity issues at the country level.

2. Further investigations and refinements of biodiversity prospecting guidelines and further recruitment of potential international partners

In 1999, "Draft Regulations on Access to Biological Resources and Benefit Sharing in Uganda" were prepared to address the issues surrounding use of resources and bio-prospecting in this country. A detailed legal analysis of this draft soon followed (UWS, 1999). More work is needed to refine these guidelines, to develop ways to enforce them, and to attract pharmaceutical companies and others whose

involvement in Uganda may help bring in additional resources for biodiversity sustainable use and conservation.

3. Seek increased contributions to biodiversity conservation from large international corporations with activities in Uganda

The global private sector is not nearly as involved in biodiversity conservation as it could be in Uganda. Uganda is rich in natural resources global importance, and a growing population has attracted a number of large international corporations that profit largely from their operations in the country. Many of these companies (i.e. Monsanto, Shell, etc.) have associated nonprofit arms in other parts of the world that could be alerted to the Ugandan biodiversity and natural resources situation and encouraged to help support conservation efforts. Efforts within the tourism sector should continue to work to attract large global tourist companies and foreign tour groups to the parks and ecotourism sites in Uganda. The "green certification movement" should also be pursued to encourage the export of high priced natural resources products to the global market. Further such private sector collaborations in natural resources and biodiversity aspects should be created and encouraged.

National Level Recommendations

1. Support NEMA to better coordinate functions of all environmental agencies.

The NEMA office has a coordinating role encompassing a number of natural resources related agencies but with no real authority over their actions. UWA and the Forestry Department in particular have overlapping wildlife mandates that often cast them in adversarial roles. Likewise, in various protected areas under UWA's jurisdiction, regulations are at odds with those of the Fisheries Department. Work needs to be done to harmonize such discrepancies to ensure the full collaboration of all agencies in the environmental sector. NEMA is in a position to help in this process if stronger resources and capacity were vested there.

2. Strengthen and coordinate existing biodiversity data collection and management systems and encourage their

expansion to a greater number of indicator, economic and culturally significant species within Uganda.

It is impossible to get a true idea of the status of biodiversity conservation without adequate data and monitoring efforts. A number of centers within the government, university and NGO communities are working to collect and manage species distribution and population data sets, but the work is largely uncoordinated. UWA, for instance, coordinates data on biodiversity found within national parks and wildlife reserves, and the Forest Department does the same for various categories of forest reserves. MUIENR maintains a database on country wide biodiversity but only from a limited number of data sources and in-country studies. All of these efforts would benefit from a coordinated approach. At present the bulk of the studies and available data focus on conspicuous taxa like mammals and birds, and various economically important plant species. In addition, much more work is needed on various underrepresented taxa, including many useful indicator species for ecosystem health, such as butterflies, dragonflies and a number of aquatic invertebrates. Such data could be coordinated with regional and global conservation efforts to yield a more complete picture of the environmental conditions in Uganda.

3. Strengthen public education and awareness activities using the media and other marketing strategies at the national level

Public awareness of conservation issues could be strengthened at the national level using television, radio, newspapers, billboards, outdoor plays and other media most accessible to large segments of the population. A concerted social marketing strategy could design and deliver such messages to target people in different regions in ways that will influence them. Such work could help subliminally enhance the work going on at local levels throughout the country.

4. Support more effective enforcement and implementation of appropriate resource use policies and guidelines at the national level

In Uganda, a number of natural resources policies and guidelines exist but there is very little enforcement of

these in most cases. More work needs to be done to build both human and technical capacity to enforce the various fisheries, wildlife and wetlands regulations which come into play at the national level.

District Level Recommendations

1. Support more effective enforcement and implementation of appropriate resource use policies and guidelines at the District Level

Devolution of authority to the District level in Uganda has come at a cost to the appropriate implementation of various fisheries, wildlife and wetlands regulations and guidelines. Further capacity-building efforts are needed in key Districts to ensure effective implementation of a number of well-meaning but so far unenforced regulations concerning the use of natural resources.

Local Level Recommendations

Note: Local level activities should be focused in areas where the conservation value of the biodiversity is the greatest and the threats are most pressing. Globally, the greatest threats to biodiversity and ecosystem conservation most always correspond to the areas with the highest densities of the poorest people living closest to these areas. In Uganda, the areas in the southwest and along the shores of Lake Victoria are the most critical for conservation action and also the areas where the local people stand to benefit the most from donor investments.

1. Promote poverty-alleviation strategies at the community level in areas adjacent to globally significant protected areas

In the southwest parts of Uganda some of the most critical protected areas are surrounded by some of the poorest people in the country. Until this poverty is adequately addressed, the communities will continue to unsustainably utilize the nearby forests and biodiversity within. Continued and increasing efforts are needed in such realms as increasing agricultural productivity, providing agroforestry resources and techniques, and other methods to provide alternative sources of livelihood and income for communities in these areas. UWA should be encouraged in their

development of natural resource agreements with such communities, and other community-based natural resource management endeavors should be bolstered in these critical areas.

2. Support participatory community zoning and planning efforts in wetlands and other key habitats that are in the public domain

Many wetland areas of global and national significance are not located within protected areas and fall entirely within the public domain. Similarly, some important remnants of natural habitats such as woodlands and forest patches still exist without government protection. In some cases these are conserved primarily by local customs and traditions, but could easily be eroded by “modernization”. In these areas increasing efforts are needed to ensure that the local people recognize the need to sustainably use these resources for their own benefits now and in the future. Participatory community zoning and planning efforts can help people weigh the costs and benefits of immediate use of these resources, and give them tools to develop their own strategies to protect certain areas and resources, while using others in different ways. Much more work of this type is needed to effect the community level changes that are necessary for long term benefits to the people and the ecosystems involved.

D. ISP Opportunities to Conserve Tropical Forests and Biodiversity

D 1. Introduction

Section C (above) discusses the threats to biodiversity and tropical forest conservation in Uganda and details recommendations that would address these on a national basis. Here, the recommendations are brought back to the Mission level. This analysis evaluates the USAID/Uganda ISP *contribution* to tropical forests (FAA 118) and biodiversity (FAA 119) conservation in Uganda relative to the country level recommendations; and presents *opportunities* to further incorporate tropical forest and biodiversity conservation measures into the ISP and into future USAID programming. This analysis focuses primarily on the extent to which SO 7 is addressing these actions since SO 8 and SO 9 affects

forest and biodiversity conservation only minimally, if at all.

D 2. USAID Contributions to Biodiversity Assessment Recommendations

1. Support for international biodiversity agreements: SO 7 intends to engage in policy dialog at the Ministry and headquarters’ levels that implement and report on international treaties, conventions, and agreements, under IR 7.4 and sub-IRs 7.4.2 and 7.4.3. SO 7 has yet to develop specific targets for policy dialog, however, Section 5.0 of the ETOA recommends focus areas.
2. Support biodiversity prospecting: “Bio-prospecting” is one of several approaches that SO 7 will evaluate for its potential to improve and diversify environmentally sustainable economic opportunities in rural areas. SO 7 will consider opportunities for “bio-prospecting” under IR 7.2 and particularly sub-IR 7.2.3 and under IR 7.3 and particularly sub-IR 7.3.1.
3. Seek contributions for biodiversity conservation from the private sector: Although this recommendation supports no specific SO or IR, USAID has considerable experience and a comparative advantage in leveraging funds.

Support NEMA to coordinate functions: Support for the NEMA coordination function falls under SO 7’s IR 7.4 and particularly sub-IR 7.4.3.

Strengthen and coordinate existing data collection and management: Although this recommendation does not support a specific SO or IR, it cuts across IR 7.2, 7.3, and 7.4.

Strengthen public education and awareness: Although currently this recommendation is not part of the ISP, SO 7 and SO 8 should consider a possible collaborative effort in this area.

Support more effective enforcement and implementation of resource use policies: SO 7 will support this recommendation under sub-IR 7.4.3. Possible areas of focus include: building environmental impact assessment capacity at district and parish levels; improving enforcement of fisheries regulations; and

supporting implementation of collaborative management agreements.

Promote poverty alleviation strategies adjacent to globally significant protected areas: SO 7's primary focus, "expansion of sustainable economic opportunities for rural sector growth," supports rural poverty alleviation. IR 7.2 addresses poverty alleviation through natural resource conservation and reversing environmental degradation.

Support participatory community zoning and planning efforts in key habitats in the public domain: SO 7 will support sustainable management and use of a variety of ecosystem and habitat types, including wetlands that are not in protected areas.

E. Overall Recommendations

This section brings together the opportunities and contributions described throughout the 117/8/9 Assessment, and presents specific recommendations, with key entry points for the ISP to positively influence environmental, biodiversity and tropical forest conservation in Uganda. These recommendations are the priority actions that were generated during the 117/8/9 exercise. The recommendations were developed and prioritized by considering USAID's goal for the ISP period, 2002-2007; USAID's comparative advantage; needs and gaps in the environment sector; and available partners with whom to work.

First Tier Recommendations

These recommendations are critical for achieving the ISP's goal, and are the most effective contributions the ISP can make towards environmental and biodiversity conservation.

1. Support collaborative management of natural resources. This recommendation feeds directly into the SO 7 strategy to expand sustainable economic opportunities for rural sector growth. The approach would be relatively new in Uganda, but most conservation professionals believe it has real potential, especially when implemented within an economic growth/poverty alleviation framework rather than simply as a conservation program. The underlying

assumption is that poorer households have fewer livelihood opportunities, and therefore are most likely to engage in potentially risky illegal resource extraction. The collaborative scheme can be tied into local, national, and international markets; or access can be granted simply for subsistence use. Developing value-added commodities and market linkages are additional components of collaborative management, and ones that will most likely appeal to USAID for its rural sector economic growth potential.

2. Develop a systematic, consistent, user-friendly, natural resource database and monitoring system. This recommendation is based on the findings of the ASO team; the ESA; Part 1 of the ETOA—Conservation needs in Uganda, and was identified by a number of natural resource practitioners as a principal constraint to accomplishing their work. With a data collection and monitoring system in place, choices of land use options in Uganda could be made on a rational, scientific basis. In addition, this recommendation could lead to a regional initiative among east African countries since so much of the natural resources are shared among the countries, and limited data is a regional concern.

3. Support policy coordination. The ESA and Part 1 of the ETOA found that the lack of a coordinated policy agenda among natural resource agencies poses a serious constraint to implementing and enforcing policies, regulations, and guidelines. The MUIENR forum reinforced this finding, and interviews with natural resource professionals in Uganda also supported it. Part 1 of the ETOA describes NEMA's coordinating role, but also notes that NEMA has little authority to fulfill this role. USAID has a comparative advantage and expertise in strengthening policies, and has experience working within the GOU to help shape the current policies.

Second Tier Recommendations

These recommendations are supportive of those in Tier 1. They will help to ensure environmental sustainability of the ISP, and to improve tropical forest and biodiversity conservation.

1. Support policy dialog to strengthen international treaties and agreements, especially the Convention on International Trade in Endangered Species of Flora and Fauna (CITES). Within the framework of SO 7, CITES is one of the most important international agreements. Since SO 7 intends to increase and diversify economic opportunities, mainly using the natural resource base, and with an eye to export markets, the ability to comply with CITES will become especially important. USAID/PPC is promoting activities that strengthen CITES implementation, and Uganda is one of the focus countries where PPC hopes to improve compliance.

2. Strengthen public awareness of and support for the environment and conservation. Public awareness of environmental issues and concern for environmental protection are notable gaps among the Ugandan public. From the HIV/AIDS model of public awareness building, it is obvious that Ugandans respond to radio, billboards, poster, and newspaper campaigns. Similarly, SO 7, with the assistance of SO 8, should support a public awareness campaign aimed at adults and children to increase awareness and appreciation of the environment.

3. Strengthen district E/NR capacity. This recommendation should be a collaborative effort between SO 7 and SO 9. It is derived from the ESA, Part 1 of the ETOA, and the ASO. The ASO notes that districts have real authority and receive significant funds from central government grants and from locally generated tax revenue for their selected programs. The ASO also states that deficits in human resources at the district and sub-district levels are serious obstacles to implementing policy.

4. Support family planning activities in areas with globally important biodiversity. The highest human population densities in Africa (246 people/km²) are found around Bwindi and Mgahinga, in the country's southwestern region. This area also has a high population growth rate of 2.9%/year. SO 7 and SO 9 collaboration would be especially important in the ecologically fragile areas bordering Bwindi and Mgahinga, where high population density and rate of population growth coincide with globally valuable biodiversity resources.

Conclusions

The many findings and recommendations within this Environmental Sustainability Assessment are closely inter-related. There is also a close association between the perceived needs for environmental sustainability and biodiversity conservation within Uganda and the ability of the new ISP to address them. It is hoped that the readers of this annex will also obtain copies of the two parent documents, USAID Program Impact on Environmental Sustainability, Tropical Forests and Biodiversity (FAA 117/118/119)¹ and the "Biodiversity Assessment for Uganda" for the fuller details available in these larger reports. It is evident that there is much scope for environmental and biodiversity conservation work yet to be done in Uganda but these documents, taken together, give comprehensive assessments of useful places to begin.

¹ See the IDEA, ACDI-VOCA, TechnoServe, World Vision and Africare IEEs, the Pesticide Analysis and Mitigation Plan and the follow-on IDEA Pesticide IEE.

INTRODUCTION

This annex fulfils the requirement of the USAID General Notice of June 21, 1999 that requires a vulnerability analysis to address the potential for conflict giving an indication of when and how conflict may affect the proposed integrated strategic plan. The annex integrates into USAID-Uganda's new strategic plan conflict prevention, mitigation, and resolution reconciliation (CPMR) perspectives.

This assessment utilizes the conceptual framework developed by the Tulane University's Payson Center for International Development and Technology Transfer. The indicators of potential conflict are those developed by the Forum on Early Warning and Early Response (see conflict matrix below). Substantial information is obtained from the report on the recent Democracy, Governance and Conflict Assessment for Uganda done by Management Systems International (MSI) in November 2000, press reports, the US State Department Uganda Country Report on Human Rights Practices 2000, and the IGAD Conflict Early Warning and Response Mechanism (CEWARN) report on Uganda.

The nature of Conflict in Uganda

Conflict has plagued Ugandan society from colonial days to post-colonial era. Conflict in Uganda is centered around structural weaknesses in the areas of political, economic and social institutions. These three dimensions in varying degrees impact each of the current conflicts in Karamoja, Acholiland, West Nile and Western Uganda (Rwenzoris).

Areas in conflict

Each of the different conflicts has several distinctive characteristics and varying degrees of intensity and violence.

Acholiland

The Lord's Resistance Army (LRA), now in its fourteenth year and with bases in Southern Sudan, continues to victimize the residents of Gulu, Kitgum and Pader in the north, with an estimated 370,000 IDPs in Gulu (83.5% of the population) and 82,645 in Kitgum and Pader (17.5%). The political agenda of the LRA is not clear. The overriding LRA agendum is seen as anti-Museveni and anti-Movement rather than pro-democracy or pro-Acholi. Sudan's support for the LRA is largely tied to their perception of Uganda's support for the SPLA. A permanent solution to the LRA insurgency will require a solution to the problems of Southern Sudan.

The conflict is not confined to a well-defined zone, leading to the destabilization of several districts, particularly Gulu District with its vast numbers of IDPs. There may be pockets of relative stability in the region, particularly in Kitgum and Pader, but, in the military sense, they cannot be termed secure. Today the overwhelming majority of the people of Acholiland and even rebels suffer from "conflict fatigue" and wish the conflict would end through the amnesty process. The successful implementation of the amnesty for rebels would lower the level of violence in Acholiland. However, as a point of vulnerability it remains until a permanent agreement is reached between Sudan and Uganda.

Karamoja

The Districts of Kotido, Moroto, and Nakapiripirit suffer from a general breakdown of law and order. Cattle-rustling is a tradition in this pastoral area. However, the introduction of automatic weapons to the Karamojong (the predominant ethnic group within the area called Karamoja) in 1979, has made the ongoing cattle rustling clashes with Karamoja's neighbors in

Kenya and Uganda to become more deadly, leaving thousands dead and more injured. It has also led to the loosening of cultural structures of authority and control whereby there is increasing lawlessness and banditry while the raiding gangs more and more take on the characteristics of the warlord. There is wide and deep-rooted antipathy to the Government of Uganda (GOU), regardless of the regime. The conflict in Karamoja falls in the category of low intensity conflict because of its seasonal occurrence associated with competition over scarce natural resources. The extent of the conflict is such that access to the region is sometimes dangerous.

Rwenzoris

The Allied Democratic Forces (ADF) have continued attacks since 1997 in the southwestern districts of Bundibugyo, Kasese, and Kabarole, in and surrounding the Rwenzori Mountains. Bundibugyo has suffered the worst conflict, with approximately 114,000 IDPs (70% of the population). IDPs number 11,200 in Kabarole and 20,000 in Kasese. The origin, development and motivation of the ADF are opaque.

The ADF employs the same classic guerilla tactics as the LRA, conducting a campaign of terror on civilian targets while normally avoiding confrontation with conventional forces. Attacks occur randomly, brutally, sporadically, without warning, and in widely different areas. During lulls in the violence, when it was thought the ADF had been dispersed, if not crushed, many IDPs returned home, only to flee back to the camps when the ADF begins its attacks once again. Therefore, the ADF rebellion is classified as high intensity conflict. The Rwenzori region is highly vulnerable to continued or renewed violence.

West Nile

In the West Nile region, the districts of Arua, Yumbe, Adjumani and Moyo are the most affected. Insurgency has been low grade in the area in recent years since the elections of 1996. There have been increasing defections to receive presidential pardons and now amnesty, and there are prospects for a complete settlement in the future. There has been a cease-fire in effect in the region for over two years, generally observed by both sides. The main issue is the number of refugees who have fled other conflicts across the borders in Sudan (mainly) and Congo, and potential

conflict between them and host communities as UNHCR resources are reduced under the Refugee Self-reliance Strategy (SRS).

The brutality and human rights abuses displayed in Acholiland and the Rwenzoris have been much less evident in the West Nile. This insurgency has posed no threat to the survival of the current government. In fact, the conflict in West Nile can now be classified as peaceful stable situation with very low vulnerability for emergence of violent conflict. The state and the people of West Nile region appear to have managed to contain the violent conflict that characterized the region in the early '80s.

Basic Assumptions on a General Future Conflict Scenario

The status quo is the scenario to be used for at least the next three years. Neither the LRA nor the ADF currently enjoy the resources or capacity to significantly enlarge their conflicts. On the other hand, they employ classic guerilla tactics and "go to ground" when opposed by superior forces and resurface again some time later at some place unknown. Such campaigns can be sustainable for a significant period of time. At the same time, recent peace overtures by local LRA commanders and successful operations against the ADF by the Ugandan army highlight the need for USAID and other donors to be prepared with major "post-conflict" activities on a contingency basis.

Discussion of Root Causes

Many causes are put forward to explain the rebellious conflicts in Uganda. Leading candidates include the economic marginalization of the conflict areas; inequality in resource distribution between the center and the periphery; deepening poverty in the conflict zones; and ethnicity and revenge.

Three major complaints often heard are that financial resources made available by the GOU to the districts are heavily skewed in favor of the south; the GOU ensures that donor activity in the conflict-affected districts is inadequate, creating a situation in which the lack of economic development makes the conflicts more intractable, and finally that the representation of the conflict areas in the political process is argued to be heavily skewed in favor of the south.

The analysis of the empirical data indicates that the complaints most often voiced are symptoms of the conflict rather than the cause. The analysis does not reveal any bias in the delivery of development programs. This is not to deny that there have been unequal private sector investment flows between the north and the south. However, this is more the result of market forces than government bias.

The root causes of the three most active conflicts are varied. In Acholiland, the root causes are considered to be jealousy over losing spoils compounded by lingering of distrust related to issues of ethnicity and revenge, fueled by external support from Sudan. The root cause of conflict in Karamoja is associated with a long tradition of cattle-rustling, increasing pressure on scarce water resources and grazing land, the introduction of the modern assault rifle, a prolific cross-border arms trade, and the breakdown of traditional social control mechanisms. The root cause in the Rwenzoris is seen as grasp for power.

Key Players

The key players in the conflict arena can be identified as the Government of Uganda, international and local NGOs, the donor community and faith-based organizations.

The Government of Uganda

The GOU has expressed desire to end violent conflicts and to reconcile with rebels engaged in armed rebellion in the north, West Nile and western Uganda. To this effect, the GOU is offering amnesty to all insurgents and collaborators who renounce rebellion against the government through the Amnesty Act 2000. So far, over 2,000 reporters from the West Nile Bank Front (WNBF) II have been resettled in Arua and Yumbe under the presidential pardon and the Amnesty Act. The GOU has also signed a Peace Agreement with the Government of Sudan (GOS) in December 1999 which aimed at ending the armed rebellion in northern Uganda and normalizing relations between the two states. Each state agreed, among many matters, to cease assisting rebels opposed to the other state. This Agreement is yet to be effectively implemented. The government is also pursuing the ADF rebels in western Uganda. However, some ADF rebels have responded to the amnesty offer and 600 reporters have been resettled

to-date. Conflict in Karamoja remains difficult to address mainly because of the cross-border arms trade and regional security concerns.

Faith-based Organizations

Faith-based organizations have played a pivotal role in reconciliation initiatives in Uganda. They are grass roots organizations who know their constituencies well. For example, the Acholi Religious Leaders Peace Initiative has been active in turning local discontent with both the LRA rebellion and the Karamoja conflict into a positive force for reconciliation. It lobbied strenuously for the passage of the Amnesty Act, has continued to pressure government to implement its provisions, and has initiated peace talks with the neighboring Jie pastoralists in Kotido district.

Donors

The huge preponderance of donor activities in areas affected by conflict has been dedicated to relief and mitigation. Prevention, response, and development have so far received less attention. Increasingly, however, there appears to be willingness to deal with the difficult activities associated with community reconciliation and peace-building.

Donors including DANIDA, GTZ, Italy, EC, World Bank, DFID, USAID, WFP, and Sweden, and NGOs have shown great resilience in the face of considerable obstacles and risk in providing critically needed humanitarian assistance and low-level developmental activities where local security conditions permit. Since 1997, donors like the EC, World Bank, and USAID have begun the difficult task of promoting development activities in post-conflict zones, working closely with district authorities.

The EC chairs a Northern Uganda donor group and amnesty donor group, and is active in coordinating donor, GOU and NGO programs. USAID chairs a technical donor group on amnesty and recovery from conflict in the north. This group, comprising the EC, UK, Denmark, UN-OCHA, the International Organization for Migration (IOM) and the World Bank, reports to both parent groups and interacts with central government ministries, district authorities and the Amnesty Commission, to harmonize the planning, implementation and monitoring of activities.

International and Local NGOs

The vast majority of donor activities is implemented by international NGOs and sometimes through the local NGOs. They provide psychosocial support and reintegration of war-affected children and ex-combatants into their communities, and some are engaged in peace-building and reconciliation efforts. Community reconciliation is highly subject to cultural context and meaning and most effectively implemented through the local traditional actors such as chiefs, elders, and religious leaders. There is gradual and significant change of interest and priorities of donors to engage in community reconciliation and peace-building efforts, especially support for the amnesty process and post-conflict social and economic reconstruction activities.

POLITICAL FACTORS

The main political structural factors include inadequate democratic governance, and human rights abuses.

Democratic Governance

Whereas the current regime has made democratic progress in the area of decentralization, Uganda is deficient along the line of general consensus, Movement domination of the political process, political participation of the majority of the population, and rule of law.

While there is a fairly strong consensus on issues of citizenship and territorial integrity, consensus is weak on issues of federalism and prohibition of parties. These issues were key on the agenda of the reformist Movement faction led by Dr. Kiiza Besigye, President Museveni's main challenger in the recent presidential campaign. Although a section of Ugandans associate political parties with the instability and violence before the Movement came to power, the recent campaign violence undermined this view. Some people now view the Movement as a single-party regime unable to tolerate competition. Some critics observe that the Movement system is self-serving because of the level of government support for its candidates.

The element of political participation of the majority of the population is at the local level through the

institution of local governance. Although popular participation is institutionalized through the local government structures, these structures are still weak.

Human Rights Abuses

The 2000 Uganda Human Rights Practices report by the US State Department acknowledges improvements in several areas of the human rights practices. However, the report noted that the government's human rights record was poor. The report indicates that security forces (UPDF, police, LDUs, and Directorate of Military Intelligence) have been responsible for serious human rights abuses, which sometimes resulted in deaths. Although members of the security forces and the police committed extrajudicial killings, the report says these killings were not politically motivated. The most serious human rights abuses have occurred in areas of conflict committed by both the rebel forces as well as UPDF.

Political Accelerators

The political accelerators are factors that could exacerbate underlying political tensions to the point of violent conflict, if unchecked. These factors include increased limitations on opposition activity, increase in the size/cohesion of opposition groups, increase in the number of political arrests, and disillusionment with the security apparatus.

Political Triggers

The main political triggers in Uganda are associated with the electoral process and the ability of the current regime to address key election issues, and Movement domination of the political processes.

Election Process

The campaign violence that characterized the March 2001 presidential elections created a fertile ground for violent conflict in Uganda. Overall, the campaign was characterized by allegations, both confirmed and unconfirmed of electoral fraud and voter intimidation. There were anomalies in the voter registers and incidents of vote rigging. The final verdict was however that the outcome represented the will of the people. The recent court petition by the defeated opposition candidate, Rtd. Col. Dr. Kiiza Besigye, to contest election outcome

has demonstrated the political maturity of the democratization process in Uganda in regards to dispute resolution.

Key Election Issues

The following were the key election issues that will require attention by the current Movement government:

- Corruption in government circles.
- Taxation policy
- Distribution of development and jobs by region – regional disparities.
- Conflict in the northern and western parts of the country
- Foreign military campaigns and confrontations with DRC, Rwanda and Sudan
- Pluralistic politics – restrictions on political party activities
- Federalism as an alternative form of decentralizing power– Buganda

Movement as Dominant Political Ideology

The Movement ideology dominates the political processes in the country. The 1995 constitution and the June 2000 referendum formally extended the Movement form of government indefinitely and severely restricted political activities. However, the Movement views the ban on political parties as transitional. Nonetheless, this position fundamentally divides the country in a way that may not be conducive to stability in the long term.

ECONOMIC FACTORS

The economic factors in Uganda include prevalence of poverty, regional disparities, corruption, and security or military expenditure.

Prevalence of Poverty

Uganda is still today after over a decade of steady growth no richer than it was in 1970 on a per capita basis, so devastating was the economic performance under preceding governments. Poverty has been dramatically reduced from forty-four percent below the

poverty line in 1997/98 to thirty-five percent in 1999/2000. The main issues of concern remain the widening disparities between north and central and rural-urban. The incidence of poverty in the Central region reduced from twenty-eight percent in 1997/98 to twenty percent in 1999/2000 while poverty increased in the north from sixty-two to sixty-seven percent in the same period. Conflict is a major cause of the regional disparities.

Regional Disparities

In general, the data suggest relatively stark differences between a richer, more urbanized and more densely populated south and a poorer, more rural and sparsely populated north. Whereas population densities in southern districts are generally above 100 persons per square kilometer and get as high as more than 500 in districts like Kabale, districts like Gulu, Kitgum, Pader, Kotido, Moroto and Nakapiripirit are all well under 50 persons per square kilometer. The UNDP Human Development Report for Uganda has catalogued these regional disparities: life expectancy, the literacy rate, and household expenditures. All testify to sharp differences.

The Karamoja districts in the northeast have been particularly disadvantaged. Unlike the north and the northwest, the northeast tends to be poor in natural resources, particularly the scarcity of water. This causes the pastoralist who live in this region to move farther and farther afield to water their herds putting them in conflict with other pastoralists and farmers who need the same water. Successive post-colonial governments in Kampala have followed the example of the colonial era in failing to address this inherent conflict.

Regional disparities have almost certainly worsened in the last ten years because of the violent conflicts and chronic instability that have characterized much of the northern districts. The data are sparse but indications are that the solid economic performance of the last ten years has benefited primarily the southern districts, and particularly the areas near and around the capital, Kampala. The problems of the poor within regions are far from uniform, but it can be argued in general terms that they appear to be caught in a *vicious circle*. Their chronic instability makes it harder to promote economic development in the region, which in turn only

exacerbates their relative levels of deprivation, which is in turn one of the main causes of the continuing instability from which they suffer.

Food Insecurity

At the national level, Uganda produces enough of the basic food crops to satisfy per capita consumption requirements. However, the conflict-affected areas are chronically at risk of food insecurity in terms of availability, access and utilization. The main obstacle is the absence of peace and civil security. A larger problem with regard to food security and the conflicts are both the internal civil unrest and warfare in neighboring countries. As of April 2001, there are more than 584,000 citizens who are displaced internally. In addition, Uganda has received over 225,000 refugees, mainly from Sudan and the DRC.

The north, the region most affected by conflict has seen the least progress on reducing poverty and improving food security. It is also the only region where rural incomes and consumption actually declined between 1997/98 and 1999/2000. Although Gulu, Kitgum and Pader have in the past been, and potentially are, among the most productive regions of the country, 15 years of conflict and civil unrest have forced people off their land, destroyed infrastructure and assets, and disrupted production and marketing systems. Once among the more advanced farmers in the country, producing cotton and using animal traction, the collapse of the cotton industry left them without a cash crop, and civil unrest together with cattle raids has claimed their oxen and livestock that used to provide a buffer against food insecurity.

Since many of the camp dwellers have been displaced two or three times over the last 15 years, the problems of income and food security are chronic and not amenable to solution by food relief alone. Income and food insecurity are sustainable development problems and not just transitory problems that can be adequately addressed by relief. The IDPs need opportunities for employment or to generate income, to provide for their family's needs and do something useful with their lives.

The Karamoja region is the only area chronically at risk of food insecurity, whereas this risk is transitory

in the places affected by civil strife. The main causes of food insecurity in Karamoja are cyclical drought and cattle-rustling. Cattle raids within Karamoja and on other ethnic groups and sedentary farmers have also made the areas bordering Karamoja prone to food insecurity. The neighboring areas of Acholi, Lango, Teso and Kapchorwa have periodically experienced food shortages especially at the peak of the dry season cattle raids that sometimes result in massive displacement of people in camps.

Corruption

Corruption is one of the country's top governance problems. Political corruption relates to issues in the rule of law in the sense that the presence of endemic corruption invariably implies that political elite do not feel bound by the laws of the land, and that in practice many illegal activities go unpunished. Few things are more corrosive to civic attitudes in a democracy than large-scale corruption. Attitudes in Uganda are troubling in this respect. The belief that people in power take advantage of their position remains widespread.

A complex institutional apparatus has emerged in recent years to address problems of corruption. The Inspector General of Government (IGG), the Directorate of Public Prosecution (DPP), the Auditor General (AG), the Criminal Investigations Department of the Police, the Public Accounts Committee of Parliament, The Ministry of Ethics and Integrity (MEI) and the internal auditors in district level government, all have mandates to examine cases of public corruption. In addition, the IGG and the DPP both are empowered to bring corruption cases to court.

Despite this impressive institutional commitment to fighting corruption, many Ugandans believe that corruption is rising. In the mid 1990s, the government created an Anti-Corruption unit in the Office of the Vice President. In 1998, the government advanced the "Plan of Action to Fight Corruption". Among other actions, it renamed this unit the Directorate of Ethics and Integrity (DEI), moved it to the President's Office, and gave its director ministerial status. Soon thereafter the Directorate became a ministry. The government proposed a revised and somewhat more ambitious Plan of Action in July 2000. The plan has subsequently

been presented to the donor community. DANIDA and DFID are funding major efforts. This issue was also placed on the agenda for the 2001 Consultative Group (CG) meeting.

Security Expenditure

Security issues have contributed to substantial increases in the national defense budget, which have served to weaken the Medium Term Expenditure Framework (MTEF) process. Officially, government spent 190 billion shillings on national defense and security in 1999/2000, constituting 15.4 % of the budget, and made an increase of 9.8% in 2000/2001, which was 13.8 % of domestic expenditure¹. The unofficial security budget is widely believed to be higher. The absence of transparency over the defense budget has implications for the relationship between Parliament and the Executive. Although Uganda's military spending has had mixed reactions from the donor community, the donors have made it clear that it does not wish to see defense expenditure rise above 2% of GDP. It is clear that security issues have an important opportunity cost for government finances, which could be better spent fighting poverty and promoting economic growth.

Economic Accelerators

The economic accelerators that could exacerbate current conflicts and tensions include increasing poverty and economic disparity, droughts and possible decline in donor funds. The donors support more than half of Uganda's national budget. Donor funds could decline if GOU fails to maintain its commitment to sound macro-economic policies, fails to end Uganda's involvement in DRC, or fails to transition to more pluralistic democratic governance. While donor funding is likely to continue, the major economic accelerator of conflict in Uganda remains the growing regional disparities between north and south. Although the Government is committed to reducing the number of people living in absolute poverty to less than 10% by 2017, the number of absolute poor living in areas affected by conflict especially in the north increased by five percentage points in 1999/2000. There is need for special attention by the government and donors to address regional disparities between the north and south.

Economic Triggers

The main economic trigger would result from a severe worsening of the economy and business environment that caused severe retrenchments. Recent weaknesses in the financial sector have caused a few financial institutions to close. This could trigger conflict if this were to occur on a broader scale that resulted in large financial losses.

SOCIO-CULTURAL FACTORS

The key socio-cultural factors and accelerators in Uganda are ethnic tension, historical rivalries, and the HIV/AIDS pandemic.

Ethnic Tensions

The present fifteen-year old conflict in northern Uganda is closely linked with ethnic tensions between the Bantu of the south and west and the Acholi of northern Uganda. The overthrow of the Okello regime in January 1986 by the National Resistance Army (NRA) shifted the political, military and economic power base to the south and west. As part of a reconciliation process, the Movement government attempted to incorporate other groups into the ruling NRM. In spite of the relatively inclusive representation in various government positions, true political power rests with southern Bantu groups.

The issue of unfair distribution of development and jobs by region was highlighted as one of the issues that made the Movement government unpopular during the last presidential campaigns. The issue of ethnicity needs to be addressed in order to minimize the recurrence of future conflicts in the country.

HIV/AIDS

While HIV/AIDS prevalence has declined in recent years, but given that over 50% of Ugandans are under 15 years of age and almost one and a half million Ugandans are currently infected, the epidemic could very rapidly increase among the youth, creating a second wave of the epidemic. This would have devastating health, social and economic implications

for the country and significantly undermine Uganda's success to date.

The prevalence rate is likely to be higher in IDP camps, particularly among women and children, which are currently not covered by the Ministry of Health surveillance system, and among other high-risk groups.

Socio-cultural Accelerators

The socio-cultural factors that would accelerate current conflicts are considered to include ethnic tensions, HIV/AIDS pandemic, increased crime, and lack of response to returning ex-combatants.

Socio-cultural Triggers

The main socio-cultural triggers of violent conflict would be ethnic discrimination and inattention to popular needs for social services and security. The implementation of the Amnesty Program could represent a trigger if the process is not managed with attention given to the "reporters" and the communities they return to.

REGIONAL AND EXTERNAL FACTORS

It is impossible to look at conflict in Uganda in a vacuum. Domestic conflict within Uganda affects regional politics and conflicts and vice versa. Therefore, conflict in Uganda is not a simple relationship between the central government and the periphery.

Spillover from the region's wars

The major bilateral dimensions include;

1. Uganda's relations with Sudan
2. Uganda's relations with the DRC.
3. Uganda's relations with Kenya

Uganda – Sudan

Uganda sees itself as the buffer against the expansion of Islamic fundamentalism. Sudan accuses Uganda of supporting the SPLA, as a result, the LRA receives supplies, training and sanctuary from the Sudanese Government. Extensive mistrust and hostility between the two states has undermined the potential success of the peace agreements. The 1999 Nairobi Peace

Agreement is yet to be fully implemented.

Uganda - DRC

The conflict in the Great Lakes region, and specifically in the DRC, impacts Uganda's western borders and exacerbates the role of the ADF in its incursions into and deployment within Uganda.

In August 1998 when fighting erupted again in the northern, western and eastern part of Congo to oust the former Kabila regime, Uganda sent UPDF forces to eastern Congo to protect Uganda's security interests. Since then, the UPDF remained in DRC backing a faction of the Congolese rebel group that is still fighting the Kinshasha government. Major troop withdrawals are now underway within the context of the Lusaka agreements.

The recent United Nations report on illegal exploitation of natural resources in the Congo raises serious issues about some of Uganda's practices in the parts of the Congo that it controls. The GOU has stated that it is not state policy to exploit Congo resources. The GOU has also stated its intent to investigate these allegations and bring to book individuals who may be implicated. Finally, the GOU has taken steps to withdraw its forces from the Congo in accordance with the Lusaka agreement, and has formally stated that Uganda will adhere to both the letter and the spirit of that agreement.

Uganda – Kenya

Uganda and Kenya share the Karamoja region. It is difficult for either of the two countries to address the conflict in this region without the cooperation of the other. Land rights and usage, water right and access, and alternative basic education are key areas in which the two countries can cooperate. Small arms proliferation is a much wider phenomenon and might be best addressed through the Inter-Governmental Authority on Development (IGAD), in which both states are members.

Refugees

The UNOCHA² monthly reports indicate that Uganda hosts over 225,000 refugees originating from Sudan, Rwanda and DRC. Many of the refugees are concentrated in West Nile region (Arua, Moyo and

Adjumani districts), and Pader district. The refugees have been living in settlements with the support from the GOU and UNHCR for over 10 years. However, in the face of declining resources and an attempt to integrate refugee assistance into district development plans, UNHCR and Office of the Prime Minister (OPM) have designed a new development-oriented approach that will soon be implemented in refugee-hosting areas. This is a move away from the typical relief-to-development scenario and towards a self-reliance strategy (SRS). While the intent is commendable, this strategy has the potential of worsening the conflict between refugees and host-communities over resources such as land and water.

Proliferation of weapons

The main source of the arms entering Karamoja region remains Sudan³. The ease with which the arms can be obtained and used, has led to the proliferation of crime, ethnic violence and social disorder both within and outside Karamoja. In March 2001, the GOU launched the disarmament of the Karimojong in an attempt to remove and destroy illicit weapons. The main concern is the problem of cross-border security, which should be addressed if voluntary disarmament of the Karamojong is to be successful. This requires that: a clear national legal framework regarding the possession of weapons is backed up by effective enforcement measures; inter-state transfers are controlled through export and import permits; and action for small arms control is taken on a sub-regional basis. The issue of gun trafficking and supply of ammunitions requires the participation of neighboring governments – Kenya, Sudan – and relevant organizations including the EAC, IGAD, OAU and the UN⁴ (Saferworld, SJA, Oct. 2000).

Cattle-rustling

In the Karamoja region to the northeast, the Districts of Kotido, Moroto and Nakapiripirit suffer from a general breakdown of law and order. The Karamojong (the predominant ethnic group in the area) are pastoralists, with their culture and wealth centered on cattle, as are their neighbors in the east in Kenya, the Pokot and Turkana. The conflict in Karamoja cannot be defined as an insurgency. There is no overt thrust to remove the current government, but instead strife

over control of and access to natural resources and cattle rustling. Since the introduction of automatic weapons to the region in 1979, cattle rustling clashes with neighbors in Kenya and Uganda have left thousands dead and more injured. As cattle are the principal repository of wealth among these pastoralist groups, their loss is a devastating financial blow. Ambushes of vehicular traffic are common. There is wide and deep-rooted antipathy to the GOU, regardless of the regime.

Conflict over natural resources and cattle rustling in Karamoja is as old as the Karamojong themselves. The natural resource struggles historically have been and currently are cyclical in nature, dependent on the rains and the resultant pasture and water available for the cattle. In times of little rain, movement is to the west as the watershed flows in this direction. The Karamojong move west into the lands of the Acholi, Langi and Iteso, with the Pokot and Turkana not far behind, seeking better conditions for their cattle. Conflict is inevitable over the limited resources and breeds regional resentment.

The historic basis of the Karamojong way of life has been severely distorted by the introduction of modern weaponry since 1979. Where clashes over natural resources or cattle raids in the past, using spears and bows and arrows, might leave a few dead and/or wounded, such events now lead to the deaths of dozens at a time and the looting of entire herds. It has also led to the loosening of cultural structures of authority and control whereby there is increasing lawlessness and banditry while the raiding gangs more and more take on the characteristics of the warlord.

Regional Accelerators

Regional accelerators include the continued attacks which are supported across the Uganda's borders with the DRC and Sudan. The peace accords in place do not appear to prevent these incursions which victimize the local populations. In addition, the conflicts have brought in thousands of refugees in northern and western Uganda, mostly from Sudan but increasingly from the DRC. Relief agencies are present and assisting these populations but often the treatment differentiates these populations from the surrounding communities. With specific respect to the border area with Kenya,

the proliferation of arms serves as an accelerator to more violent conflict. Drought and other weather conditions also accelerates the incidence of conflict as the Karamojong pastoralists are forced deeper into occupied areas to find water and forage.

Regional Triggers

In the North and West conflict is already present and is triggered by the insurgents. There does seem to be an increase in the incidence of violence when peace negotiations are more active and appear more productive. Refugee populations represent another potential trigger. Although relief organizations try carefully not to differentiate between refugee and local populations perceptions are often different and may cause conflict. The level of armament of the Karamojong and other pastoralists in the northeast continues to represent a threat. The attempts to disarm them have triggered conflict.

USAID/UGANDA'S CONFLICT STRATEGY

Conflict Areas: USAID/Uganda is striving to meaningfully affect the conflict cycle in Uganda with this new ISP. The Mission will devote more of its resources to efforts in conflict zones, well knowing that there is also a high risk for some of the efforts. It will explore opportunities to tackle the root causes of vulnerability and conflict throughout the portfolio through interventions in food security, increased economic opportunity, and improved health and education. In addition, the Mission will continue to support the amnesty process through dialogue and reintegration of ex-combatants and former abducted children. If the amnesty is successful as now seems increasingly likely, and peace returns to the northern and western parts of the country, the Mission and other donors will need to expand economic and social sector activities in the post-conflict areas.

Areas for Potential Support

Donor Coordination

USAID is one of the many donors involved in the provision of care and maintenance (relief) and development activities in conflict affected areas. During the consultative process of the ISP, the different actors

identified the lack of coordination of donor/civil society activities in conflict-affected areas and the need for USAID/Uganda to lead. USAID/Uganda is presently the chair of a donor technical group on amnesty and recovery from conflict in the north. This will allow USAID to leverage support from other donors. Effective coordination will allow quick response and more flexibility by donors, and such a group could play a useful role to sensitize the government to address what are endemic and structural problems.

Humanitarian Assistance

The Mission will continue to work with OFDA and WFP to create a safety net for communities affected by conflict. This effort will emphasize the shift toward development activities.

Conflict Reduction Interventions

The Mission will work closely with the Country Team in Uganda to increase the level and inclusivity of dialog toward peace and reconciliation. We will support efforts on the part of local organizations to develop an indigenous response to conflict. This may encompass efforts such as the establishment of a working group on conflict that includes NGOs. The purely development activities in conflict areas set in motion under the SPO are being integrated and handled under the other SOs. The Democracy, Governance, and Conflict Team will work with other SO Teams in extending their programs into areas affected by or emerging from conflict. It is planned that SO7 would increase activities for food security of vulnerable populations in selected regions and SO8 would extend health, education, communicable disease, reproductive health, and HIV/AIDS programs into such areas. The Mission aims at addressing human development problems such as increased morbidity and food insecurity that contribute to creating vulnerability of people in conflict areas.

One issue that arises is the danger that Mission activities in conflict areas can create dependency through relief programs such as direct feeding and food-for-work. While food-for-work and cash-for-work programs are necessary in the transition from relief to development and creation of alternative employment opportunities, prolonged implementation can become a disincentive to household production. Dependency creates

redundancy, which in turn can free able-bodied persons to engage in war or renew violent conflict. USAID/Uganda should leverage resources from other donors to support post-conflict activities especially economic reconstruction and re-establishing livelihoods and incomes of war affected people. The new ISP will also address this issue under SO7 food security activities in conflict affected areas.

CONCLUSION

In Uganda, efforts are being made to respond to conflict at the national and local level which merit support. USAID will continue a strong program of participatory dialog to bring the issues of all parties, including those of war-affected communities, into the discussion and promote reconciliation. Strategic interventions will mitigate the impact of conflict through continued partnerships with the Office of Foreign Disaster Assistance (OFDA) to address the impact of conflict through humanitarian and relief-to-development assistance; and, the Displaced Children and Orphans Fund (DCOF) and the Victims of Torture (VOT) fund to provide psychosocial counseling and reintegrate conflict victims with their families and communities. Under the new ISP the Mission has explicitly integrated conflict objectives within SO7 and SO8 to offer enhanced economic opportunity and improved social services in conflict zones to both alleviate the impact of conflict and reduce its underlying causes.

TABLE 1: Conflict/Vulnerability Matrix

Sources of Conflict	Possible Accelerators/Aggravators	Possible Triggers
Political Democratic governance – highly decentralized Limited human rights abuses Restricted political competition	<ul style="list-style-type: none"> • Dominant political positions/ideologies • Restriction of freedom of expression • Restriction of freedom of assembly • electoral fraud • voter intimidation 	<ul style="list-style-type: none"> • increased tension between Movement supporters and opposition • politically motivated arrest • purging of persons of doubtful loyalty • human rights abuses • new discriminatory policies • military build-up • attempted coup
Economic prevalence of poverty regional disparities degree of unemployment income disparities <ul style="list-style-type: none"> • macro-economic growth slow down • mismanagement and corruption inflation/price instability <ul style="list-style-type: none"> • regional competition for land distribution and scarce natural resources, e.g. water, pasture food insecurity environmental degradation high security expenditures	<ul style="list-style-type: none"> • Decline in donor funds & private investments • Continued displacement and insecurity • Increasing economic disparity • Droughts • Population growth • HIV/AIDS and increased dependency ratio • Restrictive economic policies • capital flight • currency instability • severe food access problems • business failures • growing number unemployed school leavers 	<ul style="list-style-type: none"> • banking system failure • severe retrenchments
Socio-cultural Historic ethnic tensions HIV/AIDS Poor quality of social service facilities Increasing crime Amnesty mechanism in place	<ul style="list-style-type: none"> • Ethnic differentiation • HIV/AIDS prevalence increase • Unresponsiveness to community needs • Misappropriation of social sector funds • Unresponsiveness to crime • Lack of provision for amnesty returnee • Lack of reintegration effort 	<ul style="list-style-type: none"> • Ethnic discrimination • Second broad scale wave of HIV/AIDS • Unchecked corruption in the provision of social services • Unchecked urban crime • Large response to amnesty with no provision for reintegration
Regional Peace accord with Sudan Peace accord with DRC Large numbers of internally displaced <ul style="list-style-type: none"> • Large numbers of refugees –mostly Sudanese Proliferation of arms	<ul style="list-style-type: none"> • LRA still active and based from Sudan • ADF still crossing DRC border to raid in Uganda • Inequitable service provision for IDPs • Economic disparities due to dislocation • Refugees resident in or near communities often receive relief that differentiates them from communities. 	<ul style="list-style-type: none"> • LRA and ADF attacks • Large influx of refugees or failure to return them • Attempts to disarm

INTRODUCTION

Uganda is a landlocked East African country with a total land area of about 200,000 sq km and a population estimated at 22 million in 2000. Uganda has made a remarkable recovery from decades of dictatorship and violent conflict. Stability has been restored and the economy grew at an annual rate of over six percent during the 1990s. Nonetheless, the Ugandan people are among the poorest in the world. Per capita income is only about \$350 per year. Over one-third of the Ugandan people live in poverty, and almost a quarter do not have enough income to satisfy household basic food needs.

More than four-fifths of Ugandans are engaged full- or part-time in agriculture, which accounts for almost half of GDP and 90 percent of exports. Most farms are less than two hectares in size and are worked using manual techniques. Uganda has the potential to provision her food-deficit neighbors and expand agricultural exports, but increased agricultural productivity and diversification are critical to fulfilling these expectations. Uganda has also been seriously affected by HIV/AIDS, but has vigorously and successfully battled the epidemic. Seroprevalence rates at some sentinel sites have been reduced by 50 percent during the 1990s. Uganda has also introduced a Universal Primary Education (UPE) policy that has made primary education free and accessible to all children in the country, and more than three-quarters of primary school-aged children are now in school. Uganda's Poverty Eradication Action Plan (PEAP) has articulated a vision and a strategy for reducing poverty to less than ten percent in the next 15 years, and the GOU has set aside resources to implement the poverty reduction program.

In both human and economic terms, then, Uganda has great potential for sustainable development. Ugandan women, however, are constrained from equitable participation in and benefits from such development. They are poorer and less educated than their male counterparts. Both customary law and legal statutes impede women's access to resources and control over the products of their own labor. They continue to experience high fertility and frequent episodes of incapacitating illness, and comprise 55 percent of those infected with HIV/AIDS. Political participation is open to women and affirmative action policies are in place, but they are seriously under-represented among both candidates for office and holders of elected and appointed positions.

This gender analysis was prepared in the context of USAID/Uganda's Integrated Strategic Plan (ISP) 2002-2007. After summarizing the policy environment and the climate in Uganda for gender-responsive development, the analysis goes on to identify opportunities, constraints and implications for gender equity for each of the proposed strategic objectives.

Policy Environment

The Government of Uganda is committed to the advancement of women, and consideration of gender issues has been acknowledged as integral to the sustainable development of the country. Uganda is signatory to the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) and the Beijing Declaration. The Government has adopted policies, strategies and institutions to promote gender equity. The Ministry of Gender, Labour and Social Development has the mandate of mainstreaming

gender in all line Ministries. Uganda's progressive Constitution (1995) and the National Gender Policy (1997) provide the legal and operational frameworks for gender integration and equity.

Uganda's commitment to equality is embedded in the Constitution. Development of the Constitution was based on a participatory process that included substantial representation of women. The Constitution is the most gender-sensitive in the region. It gives equal rights to men and women and notes the historically disadvantaged position of women and other marginalized groups. The new Constitution embraces the principles of equality, gender balance, and affirmative action for the marginalized, and explicitly recognizes the role of women in national development. The primacy of the Constitution in matters of law, as opposed to legal statutes or customary law, is explicitly laid out.

Gender is also addressed in the PEAP, which is the overall national planning framework for development, intended to improve the lives of the poor. The principles set out in the PEAP guide the formulation of sectoral plans and the drafting of plans at the district level. The PEAP recognizes gender-based disparities in access to land, education, employment, credit, and markets, that result in women and the households that they head being among the poorest in society. The PEAP acknowledges the importance of women's economic empowerment and political participation, and the benefits that they bring to their households. Given the significance of gender-related inequities, the PEAP recommends that all national policies, plans and programs must demonstrate clear sensitivity to gender.

The Ministry of Gender, Labour and Social Development (MoGLSD) is mandated to direct and coordinate gender responsive development, in particular the improvement of the status of women, through mainstreaming gender into all aspects of economic and social policy formation. The efforts of the MoGLSD are guided by the National Gender Policy, which was developed in recognition of gender as an integral component of development that has not been given adequate consideration in national development objectives. The policy is intended to ensure that existing and future sectoral policies are made explicitly gender-

responsive. The policy guides and directs the planning, resource allocation and implementation of development programs with a gender perspective at all levels of policy-making.

The Constitution and the National Gender Policy lay the groundwork for a positive environment in support of improving the status of women and promoting gender equality in Uganda. Despite this, Ugandan women have yet to see much positive change in their quality of life. Customary law is still in force, especially with respect to land ownership and transfer, and women still lag behind in education, employment, and political participation. The MoGLSD lacks both the technical and financial capacity to execute its mandate. Nonetheless, USAID/Uganda can take advantage of the positive policy climate and the very real accomplishments of the Movement government, and employ both resources and policy instruments to increase the visibility of gender concerns and to stimulate action in key areas that might be identified by USAID, customers, partners, stakeholders and other development organizations.

SO7: Expansion of Sustainable Economic Opportunities for Rural Sector Growth

SO7 brings together initiatives in economic growth, agricultural development, and environment and natural resources. The SO is framed around problems of low productivity, unsustainable resource use, and lack of competitiveness. The SO is supported by four intermediate results that address food security for the vulnerable, productivity of agricultural and natural resource systems, enterprise capacity and competitiveness, and the policy environment.

These sectors are characterized by a number of gender-based constraints to equity and benefit, with much greater negative impact on women than on men. For all Ugandans, both men and women, the principal employer and main source of income is smallholder agriculture. 85 percent of the population earns its living partly or principally from agricultural production. The proportion of women who work in agriculture, and the proportion of the total labor that they provide, is greater than that of men. Men are more likely to migrate to

urban areas to seek formal or informal sector employment, or work in salaried or non-agricultural jobs in rural areas. Reproductive roles, educational disadvantages, and traditional beliefs all contribute to keeping women on the farm. They continue to use manual techniques of cultivation and to process food manually. Modern inputs and hired or extra-household labor are still used by only a small fraction of Ugandan farmers. Households headed by women, which make up just over a quarter of all rural households, are particularly constrained by their small size, high dependency ratios, and lack of resources.

The majority of the people living in rural areas are still governed by customary and collective land tenure systems, most of which exclude women as landowners. Overall 70 percent of Ugandan households own land, but only seven percent of women claim land ownership. The co-ownership clause that would have given women equal rights of land ownership and tenancy with their spouses was not included in the recent Lands Act and women are still vulnerable to dispossession and landlessness, especially in cases of divorce or widowhood. Women are seriously disadvantaged in access to land because of the continued importance of traditional systems of inheritance that have concentrated resource management in male hands.

Rural women are further constrained by the gender-based division of labor that allocates reproductive and domestic maintenance as well as directly productive activities to them. Women in Uganda spend a greater proportion of the day doing work activities than do men. Girls have more domestic chores than boys, potentially compromising their school attendance and performance. While there are no accurate national data on the percentage of total agricultural labor that is provided by women, various reports put the figure at between 70 and 80 percent; the contributions of women to the most important sector of the economy, both for the generation of cash income and for its contributions to household consumption, cannot be underestimated. Unfortunately, women's authority to control their own labor and the return to it is not matched by the magnitude of the role they play in agricultural work.

Rural women also have key roles in the management, and exploitation, of natural resources. They are

responsible for providing the household with the firewood that is the source of heat, light, and cooking fuel for 95 percent of Ugandans. The declining availability of fuel in densely populated rural areas increases women's workloads, as does degradation of water sources and overexploitation of natural materials used for handicrafts. The longer-term consequences are further decreases in productivity of agriculture and the natural resource base, with further implications for workloads and for food security.

Ugandan women are more than farmers. Many rural and urban women own or manage informal sector enterprises as well. An estimated half million Ugandan women own or work in microenterprises. Many of these businesses, especially those in rural areas, have direct forward or backward linkages with agriculture: brewing, food processing, operating a food stall or small restaurant, and small-scale agricultural marketing, for example. Generally the income earned from microenterprise is managed by and in the interests of women and their children. But women's income from informal sector activity is generally much smaller than that of men, and women as employees of these enterprises are often unpaid or underpaid. Both women and men are constrained in establishing enterprises by lack of capital and formal credit, and in many cases by legal, licensing, and registration requirements. According to the UNHS fewer than ten percent of Ugandans have ever tried to secure credit, and almost half of these obtained loans from relatives and friends rather than through formal institutions. More than twice as many men than women applied for and received credit, even though women are widely held to be more reliable in repaying loans. Overall women entrepreneurs are more seriously impeded by lack of start-up or expansion capital and inadequate technical and managerial skills. Widows and divorcees operate a high proportion of female-owned microenterprises because they have lost access to land.

Public and private sector formal employment figures show a definite dominance of total employment by men. This is not surprising, given women's lower educational levels, male bias in recruitment, and gender stereotyping. Table 1 shows self-declared employment by category:

Table 1. Employment, by gender, percentage

Gender	Self-employed	Unpaid family worker	Government employee	Private sector employee	Total
Male	63.7	15.5	5.1	15.7	100
Female	38.3	55.9	1.5	4.4	100

Source: UNHS 1999/2000

The Ugandan economy was virtually destroyed by two decades of despotism and conflict. Over the past ten years the GOU has introduced macroeconomic reforms that have resulted in stability and growth. Private sector development is still hampered by corruption and inefficiency, however, and both men and women entrepreneurs have felt the effects. Regardless of whether employment is in the public or private sector, self-employment or in an enterprise, on or off farm, women are more seriously disadvantaged than men because of lower literacy, lower education levels, less access to and control over resources, and gender stereotyping in school and on the job.

Summary of constraints to equitable participation in economic growth, agriculture and natural resource management:

- Women work on the land, but do not own it or control it;
- Women are the bulk of unpaid family workers and do not have access to the returns to their own labor;
- Environmental degradation substantially increases women's workloads;
- Women's enterprises at all levels lack technical and managerial capacity;
- Women are less likely to apply for and receive credit than men;
- Men are three times more likely than women to have salaried public or private sector employment.

SO7 will address these constraints by:

- Updating the lands registry and providing a clear picture of women's position with respect to land ownership;

- Targeting women and women's groups for technical assistance to increase their production and productivity of food and commercial crops using integrated farm to market approaches;
- Developing agroforestry, woodlot, and forest conservation activities to increase access to wood fuel and slow environmental degradation
- Targeting women for business development services;
- Continuing the implementation of microfinance and small business loan programs that have successfully reached women;
- Focusing on business expansion in agricultural and natural resource management sectors that have created employment opportunities for women.

SO8: Human Capacity Improved

SO8 integrates USAID/Uganda's previously separate efforts in basic education, population, child survival, infectious diseases and HIV/AIDS. Human capacity refers to the ability of Ugandans to reduce their vulnerability to poverty, contribute to and benefit from economic growth and the democratic process, and achieve a better quality of life through improved health and education. The SO is supported by three intermediate results: effective use of social sector services, addressed through improving availability, access and quality; enhanced sustainability of services; and an improved enabling environment.

Uganda's health and education sectors also exhibit constraints to gender equity. Educational institutions, once acknowledged to be the best in the region, have been devastated by years of despotism and conflict. Recovery has been slow but steady. The GOU has made basic education a priority and has rehabilitated

physical infrastructure, overhauled the teacher training system, improved teachers' salaries and revised the curriculum. In 1997 the government declared a policy of Universal Primary Education, abolishing fees and allowing for free education for four children per family, two girls and two boys. Enrollment virtually doubled overnight and net primary enrollment is now at between 80 and 90 percent. The GOU has also put in place a national policy on girls' education and the gap between girls' and boys' primary enrollment has declined to just two percent.

Nonetheless problems still remain for girls. Their absenteeism and dropout rates are high and performance is poor. In 1998 only 15 percent of the girls who had entered primary school seven years before completed the primary program. Key causes of dropout are pregnancy, marriage, and parental reluctance to invest in the education of their daughters. Defilement at the hands of male pupils and teachers is also a problem of unquantified but significant dimensions. Domestic duties, including caregiving for family members affected by HIV/AIDS are a leading cause of absenteeism, as are the physical and psychological problems associated with puberty: most schools lack adequate, clean, and private sanitary facilities, for example. Girls' high dropout rates and poor performance limit their chances to win places in secondary school, where they make up only 41 percent of the student population. Affirmative action at Makerere University, Uganda's leading and largest tertiary institution, has increased women's enrollment from 20 percent of the total in 1993 to 33 percent in 1998, but there are still two men in University education in Uganda for every woman.

The legacy of past inequities is reflected in adult (18+) literacy rates. According to the Uganda National Household Survey (UNHS) 1999/2000, nationwide 75 percent of men are literate, but only 48 percent of women. Regional disparities are pronounced with just 27 percent literacy for women in Northern Uganda, compared to 71 percent for men, showing starkly the negative impact of conflict and insecurity on women.

The ranks of primary school teachers are also male-dominated, with only 37 percent of the primary teaching establishment being women, vs. 63 percent for men.

Schools in disadvantaged areas may not have even a single women teacher, leaving girls without role models or psychological support and more vulnerable to harassment and molestation from male teachers and classmates.

Although equal opportunity in education exists for Ugandan girls at the primary level, by the last two years of primary school girls are dropping out at a higher rate than boys, and simultaneously being provided with fewer opportunities to continue with their education. These problems are compounded by gender stereotyping in the classroom and in the curriculum, and the larger workload of girls in the home and at school when compared with male students. Problems of access to and quality of education still abound for both male and female pupils, from their nursery school days onwards; as pupils progress to the later years of primary school and beyond, the system is markedly more inhospitable to girls and women.

Women and their young children are the primary consumers of health care resources and services in Uganda. Health policy in Uganda emphasizes the integrated provision of maternal, child, and reproductive health services, including antenatal care, assisted deliveries, immunization against preventable diseases, oral rehydration, nutrition surveillance, and family planning information and commodities. Programs that address the health needs of mothers and children in tandem are a plus for women because it makes more efficient use of their scarce time. The negative aspect is that men are excluded from participation and the full responsibility for children's health as well as their own is allocated to women.

Despite maternal and child health interventions, mortality rates for children and women of reproductive age remain high in Uganda and have actually increased slightly over the past five years. The 2000 UDHS data reveal an IMR of 88 and total under-five mortality of 152, meaning that 15 percent of Ugandan children will die before reaching their fifth birthday. The rate of immunization coverage has declined drastically, from over 80 percent in 1990 to just 38.6 percent of children aged 12-23 months in 2000. Despite the low immunization coverage, the principal causes of morbidity and mortality in young children are not from

vaccine preventable diseases, but from malaria, respiratory infections, diarrhea, and HIV/AIDS, compounded by malnutrition. Illness and death from these are for the most part preventable with appropriate treatment, management, and maternal education, but mothers often face time and resource constraints that interfere with appropriate treatment. UNHS data suggest that 35 percent of all family illness episodes to untreated due to lack of time, money, or a sense of urgency about the consequences of no treatment.

Maternal mortality is estimated at over 500 deaths per 100,000 live births, 50 or more times greater than the rate found in more developed countries and attributable in large measure to the fact that 60 percent of all births are in high-risk categories: mothers under age 18 or over age 34, experiencing short birth intervals, and/or of high parity. These high-risk situations prevail despite the availability of antenatal care and access to family planning. Inaccessibility of referral facilities for high-risk delivery, and the large number of births not attended by trained providers, also contribute to high maternal mortality rates. Expansions in existing programs and heightened educational efforts, as well as access to complete primary education, are necessary in order for this situation to improve substantially.

Uganda has a high total fertility rate, at almost seven live births per woman, and a low contraceptive prevalence rate, at 16 percent for all methods. Continued high fertility contributes directly to both maternal and child mortality. Contraceptives for those who wish to space or limit births are becoming more readily available, but public sector facilities are routinely affected by stockouts of key commodities. The principal ultimate customers for reproductive health services are women. As awareness of family planning options has grown, demand has increased. The challenge is to make services accessible to all those who wish to use them. Men, however, are discouraged from using these services because they are part of a maternal and child health strategy that excludes them. Greater male involvement in family planning is essential if contraceptive prevalence is to increase, maternal mortality to decline, and high-risk births to be averted.

HIV/AIDS is a serious threat to continued sustainable development in Uganda. Over 1.5 million adults are

believed to be HIV positive, and AIDS is the leading cause of adult death. Women are more seriously affected by HIV/AIDS than men in a number of ways. They account for approximately 55 percent of infections, compared with 45 percent for men, and are likely to be infected with the virus at an earlier age than their male counterparts. Although knowledge of HIV/STI preventive measures is widespread, women are particularly disadvantaged in their efforts to use these. Girls lack communication and negotiation skills and are socialized to be submissive to all males. This early training disempowers females in their relationships with men and in their negotiation positions around behaviors that require both partners' approval—for example, the use of the condom. Women confront serious dilemmas in persuading their partners to use condoms. In situations where women's economic dependence upon men is high and where there is acceptance of men having multiple partners, the conflict women face is critical. When women request their partners to use condoms, it may precipitate a crisis of trust, or accusations of promiscuity. Behavior change messages will not have much impact among women if they do not seek to address the power relationships between men and women.

The HIV epidemic also has impact on the labor force, agricultural production, and domestic roles. The high mortality among the working-age population skews the division of labor in agriculture, although more along age than gender lines. The surviving elderly and young in areas hard-hit by AIDS mortality are now the principal producers. Children, particularly girls and orphans of either sex, are forced to drop out of school due to lack of money and/or need for their labor. And since most PLWHAs return to their homes in their final days, women are burdened with the responsibility of providing them with home-based care, in addition to their other duties.

In recent years the proportion of health care delivered by the public sector has declined significantly, due primarily to issues of quality, and the private and NGO sectors now provide an estimated 60 percent of health care services, on a fee for service basis. Ugandans are clearly willing to pay for quality private services even when the public sector services cannot provide the kind of services that people demand, even if they are free.

Women, with lower incomes and less control of resources, are less able to pay for these services, especially widowed or divorced women who do not receive any support from a spouse.

Summary of constraints to equitable social service delivery:

- Girls are less likely to complete primary school than boys, for reasons relating to adolescence, pregnancy, and parental reluctance to invest in their education;
- Girls do not perform as well as boys due to discrimination and stereotyping;
- Girls' primary school attendance is compromised by their domestic responsibilities;
- Girls are victims of harassment, molestation and defilement in school;
- Women experience continued high fertility and maternal mortality;
- Reproductive health services are not male-friendly;
- The cost of private sector services limits women's access to them;
- Women suffer disproportionately from the HIV/AIDS epidemic both as PLWHAs and caregivers.

SO8 will address these constraints by:

- Promoting the adoption of girl-friendly approaches to education in primary schools;
- Targeting men with IEC programs on responsible manhood;
- Fostering community and civil society participation in creating a hospitable environment for the education of girls;
- Encouraging the provision of adolescent-friendly health care services;
- Expand the availability of integrated HIV/AIDS prevention, care and support services;
- Engaging in policy dialogue with the GOU on reproductive health;
- Fostering public-private partnerships to expand the availability of low cost, high-quality services.

SO9: More Effective and Participatory Governance

Uganda has a young and relatively inexperienced Parliament, an ambitious program of decentralization of government functions, fiscal responsibility, and service delivery to the Districts, and remaining low-level conflicts that have stalled sustainable development activities in some parts of the country. SO9 will work to build the capacity of Parliament and of local government, especially women in local government, as well as the coping capacity of communities affected by conflict and complex emergencies.

SO 9 will be working in an environment that is guided by affirmative action on behalf of marginalized groups, including women. Uganda has received international attention for its affirmative actions to improve women's political participation. These actions have borne fruit, particularly in ensuring women's voice both in Parliament, where 39 seats are set aside for them, and in local politics, where by law one-third of all elected positions must be held by women. However, women still do not participate equally with men in politics. A public opinion survey conducted by IFES in June 2000 revealed that women have not kept pace with men in Uganda in terms of political participation. A gender gap of about ten percentage points is evident, in voter registration and in electoral, informal, and community participation as well. Women are also underrepresented in both elected and appointed positions in local government.

Table 2. District Officials by Position and Gender, 1997

Position	Women	Men
Resident District Commissioner	7	32
District Chairperson	0	39
Chief Administrative Officer	5	34
Total	12	105

Source: Women and Men in Uganda, Facts and Figures, 2000

Most of the women who were elected to local government positions in 1998 are serving in such

positions for the first time. Many entered politics from a professional base in teaching or medicine, for example. Others came to local government from the NGO sector. Their experience with and understanding of local government functions such as planning, administration, budgeting, etc. is quite low, as is that of their male colleagues. Capacity building and gender sensitization for local government leaders are priorities.

A gender gap is evident also with respect to the legal sphere. The Parliament, for example, has failed to enact progressive amendments to legislation on land ownership and domestic relations. As already noted land is a key issue for women, but inheritance is also another controversial area. Under customary law, it is assumed that the welfare of widows and dependents will be taken on by the deceased husband's kin. In practice, dispossession rather than protection is the general rule. Customary laws in particular discriminate against women, and gender bias often influences the way in which law is administered.

Compounding the gender imbalance in the administration of justice is legal illiteracy both among the population at large, and the poorly-trained lower-level court magistrates. In most courts the written legal code is not available and judges deliver arbitrary rulings. Discouraged by time, expense, and transportation constraints, even those women who may be aware of their legal rights often rely on customary laws, traditions and practices, which favor men.

Political liberalization under the Movement system has also seen the development of civil society in the form of active and vibrant interest groups and NGOs. Many newly-developing NGOs have taken up the cause of human rights, and a number address women's legal rights and legal literacy and other gender issues explicitly. Several legal aid schemes are now in operation and several organizations have launched media campaigns to sensitize the public to women's rights. These formal organizations operate at a very different level than village-based organizations. At the local level, women's groups and associations, even more than religious or other interest or membership groups, are the pathway to active participation.

Conflict has been endemic in Uganda for the past 30 years. Northern Uganda's Kitgum and Gulu Districts have borne the brunt of the violence. Close to 400,000 people, 80 percent of the population of Gulu, are living in camps for the internally displaced due to the guerrilla activities of the Lord's Resistance Army. As in most situations of conflict, it is women and children who suffer disproportionately. Women have virtually no access to cash nor opportunities to farm, but still bear the main responsibility for provisioning their households. Children are routinely abducted by the insurgent forces to serve as child soldiers and sex slaves. Poverty is higher and quality of life substantially lower than in other parts of Uganda for the victims of violence in the North.

Summary of gender constraints in governance and conflict:

- Women's level of political participation is lower than that of men;
- Women are under-represented in both elected and appointed office;
- Women are ill-equipped to take up the responsibilities of elected office;
- Most women do not know their rights;
- Even if women know their rights these rights are often not respected whether by the legal system or society at large;
- Inequitable customary laws still apply in those legal situations most often faced by women;
- Civil society, especially organizations representing the interests of women, is vibrant but lacks capacity;
- Women suffer disproportionately from the negative impacts of conflict and violence.

SO9 will address these constraints by:

- Strengthening the skills of women in local government to address the needs of their constituencies and perform government functions.
- Building the capacity of civil society organizations to represent the interests of their

members, especially women, and advocate for their concerns.

- Working with NGOs and CSOs to assist them in understanding the workings of Parliament and developing advocacy strategies;
- Ensuring that Uganda's laws are codified and made available throughout the country.
- Building community resilience and coping capacity to address complex emergencies exacerbated by conflict and violence.

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